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ABSTRACT

This study develops a chronological summary of the relationship between the development of library service in North Carolina--particularly public library service--and the State Library and the North Carolina Library Commission. The study was the first step in a long-range planning enterprise (to the year 2000) which encompasses not only traditional programs and activities but also the library's potential for improving service via expanded cooperation among the state's public, academic, school, and special libraries. The report is presented in seven sections: (1) The First Two Hundred Years; (2) Formation and Early Development of the Commission; (3) The Great Depression, WPA, and State Aid; (4) The State of Libraries and State Aid; (5) Federal Aid and the Allocation of State Aid; (6) Proposals for the Future; and (7) Conclusions. An epilogue by Director and State Librarian David N. McKay brings the history up to date and provides a summation with sections on: Programs, Services, Projects; Publications; Legislative Initiatives; New Library Organizations; State Aid to Public Libraries; Federal Programs; and Priorities. Appendices include tables showing State-Aid Appropriations and Federal-Aid Allotments, 1941-1979, Public Library Construction Projects with Federal Funding, and State Construction Grants, and a list of directors and members of the North Carolina Library Commission. A six-page bibliography and index are included. (THC)

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# The State Library and Library Development in North Carolina

by
Thornton W. Mitchell

With a Foreword and an Epilogue by
David N. McKay

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Raleigh
North Carolina Department of Cultural Resources
Division of State Library

1983

State of North Carolina
James B. Hunt, Jr., *Governor*

North Carolina Department of Cultural Resources
Sara W. Hodgkins, *Secretary*

Division of State Library
David N. McKay, *Director and State Librarian*

State Library Commission
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# FOREWORD

In June, 1981, Governor James B. Hunt, Jr., initiated a coordinated statewide program to prepare the state for the twenty-first century. This program, known as North Carolina 2000, is a comprehensive, long-range planning effort that focuses on the decisions and actions necessary in the next two decades to improve and expand economic, educational, and cultural opportunities for all North Carolinians. The governor appointed a blue-ribbon steering committee for this program and called upon other leaders in the state for their special contributions to the overall plan.

Flora W. Plyler, as chairman, represented the North Carolina State Library Commission at an early North Carolina 2000 orientation session at the Executive Mansion. Mrs. Plyler subsequently committed the State Library to a long-range planning enterprise that encompasses not only its traditional programs and activities but also its potential for improving service via expanded cooperation among the state's public, academic, school, and special libraries.

Many planners agree that the first step in the planning process is to look back into history and summarize the growth and development of an organization—to capture the organization's "equity," so to speak. This equity is not the kind that appears on the right side of a balance sheet. Rather, it consists of knowledge of what the organization has done and how it has functioned and includes both successes and failures. Such an organizational history, both internal and external, is essential as a means of gaining a perspective on the State Library today and invaluable in charting a course for its future.

Soon after embarking on the first step of the planning process, the State Library discovered that resource material was scattered and incomplete and also that if this undertaking were delayed, a history would probably be impossible to compile. The State Library decided, therefore, to engage a professional historian and to commission a history of the State Library and the North Carolina Library Commission. It was hoped that such a history would summarize the special relationship between these agencies and public library development and also examine the impact made by the two agencies on academic, school, and other library development

The timing of the decision to commission a history was propitious inasmuch as it coincided with the retirement of Dr. Thornton W. Mitchell following his distinguished career as state archivist. Dr. Mitchell accepted the State Library's entreaty to undertake this project, and the completed history demonstrates his competence, understanding, and insight into the institution. All of us at the State Library are deeply in Dr. Mitchell's debt.

DAVID N. MCKAY

*Director*
Division of State Library

# PREFACE

This study was undertaken under contract with the North Carolina State Library, a division of the North Carolina Department of Cultural Resources, essentially to develop a chronological summary of the relationship between the development of library service in the state—and particularly public library service—and the State Library. The study was projected as the basis for planning for development to the year 2000.

The title of the study is, to some degree, a misnomer because the State Library, under that name, did not become responsible for library development until 1956, and the study focuses on the period after 1897. There was earlier a state library that began as a collection of books in the office of the secretary of state in 1812 and which eventually grew into what was essentially a reference library for state government. In 1909, however, the General Assembly created the North Carolina Library Commission, an independent agency of state government, with responsibility for library development and extension. The only connection between the State Library and the commission resulted from the fact that the state librarian was, ex officio, a member of the commission, and for a period of twenty-eight years Carrie L. Broughton, state librarian, served as chairman of the commission. Not until 1956, when the two agencies were merged under the name of State Library, did the library possess legal responsibility for library extension and development. It was even later, in 1977, that the central library agency of North Carolina received statutory responsibility for cooperative work among all libraries in the state.

The research for events of the period after 1972 was difficult, and the results are in some respects fragmentary because of the absence of biennial or other chronological period reports. The North Carolina Library Commission began to issue biennial reports in 1910 and continued until 1956, when it was merged with the State Library under the name of State Library. Reports of the state librarian began as early as 1856 and continued until the merger of the two agencies. The "new" State Library published biennial reports from 1958 until 1972. There is, therefore, no readily available basis for establishing the chronology of events or of actions taken by the State Library in regard to its role in the development of library service after 1972. It is to be hoped that the publication of biennial reports will be resumed in the near future and continued thereafter.

Although this work was undertaken through an agreement with the State Library, it is completely my own; and I take full responsibility for it. Any errors of fact or of judgment are errors that I have made, and only I should be blamed for them.

The data used in Appendixes A and B have been taken from statistics compiled by the staff of the State Library.

This work could not have been undertaken without the help of many people. I am particularly indebted to David N. McKay, state librarian, and Jane Williams, assistant state librarian, and all the members of their staff, including David Bevan, chief of the Reference Section, and Doris Holloway, head of the Documents Branch. Dr. H. G. Jones, Alice R. Cotten, and Robert G. Anthony, Jr., of the North Carolina Collection, University of North Carolina Library, Chapel Hill, gave untiring help to assist in finding some of the obscure items that document the early years of library development. The library of the School of Library Science at Chapel Hill contains a wealth of material relating to libraries; and on the few occasions that I needed help there the staff was very cooperative. The staff of the State Archives in Raleigh, particularly George Stevenson and Gene Williams, helped me to locate needed material. Although I had need to consult her on only a few occasions, Elaine von Oesen, retired assistant state librarian and a pioneer in the study of library development in North Carolina, was unfailingly ready to help and guide me. Finally, David Stick, who has played such a dominant role in civic and cultural activities in North Carolina during the past thirty years, made available to me from his personal files material concerning the library movements of the 1960s; he also summarized the part he played in a lengthy document upon which much of Chapter VI is based.

My wife, Memory F. Mitchell, read the entire manuscript, and her editorial expertise helped me avoid many errors that would otherwise have marred this study. The final version of the manuscript was typed by Ann H. Farmer, who caught many minor errors that probably would otherwise have escaped detection.

# I. THE FIRST TWO HUNDRED YEARS

The Reverend Dr. Thomas Bray, founder and secretary of the Society for Promoting Christian Knowledge, is traditionally credited with establishing the first public library in North Carolina. Bray was appointed commissary of Maryland to collect the tax on tobacco, which maintained the clergy of the Anglican Church in the province; but he remained in London because the king vetoed the law. In recruiting clergy for Maryland, Bray found that he could obtain only poor men who could not afford to buy books. He wrote: "By Experience, as well as the Reason of the Thing, I'm convinced, That 100*l* [£] laid out in a LIBRARY, is what will best induce a Learned and Sober Minister to go into the Service of any part of the Church in the Plantations; and that the same is a necessary Encouragement, considering that few Men of Fortunes, who are able to purchase Books of themselves, will go into such remote Parts."[1]

On 2 December 1700 Bray and the Society for the Propagation of the Gospel sent thirty-six titles to Albemarle with Daniel Brett for a layman's library to be lent by the minister. The library consisted of theological works such as 100 copies of *Pastoral Letters: Being a Serious Exhortation to all Persons to take Care of their Soules*, 5 Bibles, 5 *Catecheticall Discourses*, 100 *Earnest Exhortations to the Religious Observation of ye Lord's Day*, and 20 *Comon Prayers*. At the same time, Bray and the society sent 148 titles for a parochial library. Included were such items as Sir Richard Baker's *Chronicle of the Kgs. of England* (London, 1679), *The Cambridge Concordance*, Littleton's *Dictionary*, *The Oxford Grammar*, and Wingate's *Arithmetick*.[2]

The libraries were sent to St. Thomas's Parish in Pamlico (Bath), and Daniel Brett arrived in Carolina with the books in 1701/2 as the first missionary of the Church of England in North Carolina. For about six months Brett behaved himself modestly, according to Henderson Walker, a member of the vestry for Chowan Precinct and president of the council, but afterward in a most horrid manner. Writing to the bishop of London on 21 October 1703, Walker observed: "It hath been a great trouble and grief to us . . . that the first minister who was sent to us should prove so ill. . . ." Brett disappeared from view about six months after his arrival, and the library was dispersed soon thereafter—even though legislation was passed in 1715 to protect it.[3]

Although this was the only known public library in North Carolina during the colonial period, there were a number of significant private collections of books. In 1734, for example, Edward Salter of Bath County bequeathed his books, "be they Divinity, Law, History or Mathematical," to his son Edward. An inventory of the goods and chattels of the Reverend Mr. James Reed, filed 26 November 1777 in New Bern, listed approximately 450 books and pamphlets, mostly theological. Probably the most complete private library in North Carolina was at Hayes plantation library in Edenton, which in 1830 included 1,527 general titles and approximately 3,000 law books.[4]

After the American Revolution, several private, parochial, or associational libraries were established in the state. In 1794 the North Carolina General Assembly incorporated the Fayetteville Library Society. Societies such as this were usually organized by a number of men who joined in paying a small annual membership fee in order to obtain a few books, which circulated among subscribers. As the number of books increased, such societies usually sought incorporation by the General Assembly; and if they continued to prosper, the members would usually open a reading room. Between 1794 and 1848 thirty-two such library societies were incorporated by the General Assembly.[5]

By the middle of the nineteenth century, Charles C. Jewett, librarian of the Smithsonian Institution, enumerated the following libraries in the state: 11,847 volumes at the University of North Carolina, 1,200 volumes at Davidson College, 3,000 volumes in the State Library at Raleigh, 1,500 volumes at Fayette Academy in Salem, 1,500 volumes at the Mission School Library in Valle Crucis, and 4,700 volumes in the Wake Forest College libraries. Nevertheless, "Calamus," writing to the Raleigh *Spirit of the Age* in 1859, observed that the census of 1850 implied more ignorance in North Carolina in proportion to population than in any other state in the Union.[6]

As the nineteenth century progressed, the situation did not improve markedly. In 1886 State Librarian James C. Birdsong informed the U.S. commissioner of education that there were twenty-two libraries of 300 or more books each in North Carolina, all of which—with the exception of the library in the Insane Asylum at Raleigh, the State Library, the State Law Library, and the Library Association in Wilmington—were located in schools, colleges, or universities. Within a year, however, a free library opened in the state. Charles Hallett Wing, a former member of the faculty of the Massachusetts Institute of Technology, retired to the village of Ledger in Mitchell County, where in 1887 he opened the Good-Will Free Library. It contained about 12,000 volumes, most of them books discarded by the Boston Public Library. When Wing left Ledger, he gave the library to the county board of education; and the library continued in existence until 1926, when its books were distributed among the county schools. The library had received few books other than the original 12,000, and by 1926 it had an inventory of only about 10,000 titles.[7]

The only tax-supported library in North Carolina prior to the twentieth century was the State Library, which came into being in 1812 as a collection of books in the office of Secretary of State William Hill for the use of government officials. It was administered on a part-time basis until 1843 with the secretary of state paid $18.75 per quarter to serve as librarian. After 1843, however, a full-time librarian was appointed by the trustees, and after 1871 the appointment was subject to the approval of the General Assembly. An inventory of the State Library made about 1828 listed approximately 1,150 titles in fifteen categories from "Atlases" to "Speeches & Debates." Of these volumes, only about 117 survived the State House fire of 1831; of the 117 volumes, ninety-seven were on loan to patrons at the time of the fire. From 1841 until 1921 the annual appropriation for the acquisition of books was $500, which was barely enough to cover the cost of binding newspapers and rebinding worn volumes. After 1886 the library was available to members of the General Assembly during its sessions, to officers of the Executive Department, to justices of the state supreme court, to the attorney general, and to the commissioner of agriculture. No other person was permitted to borrow books. In 1888 the State Library was moved from the Capitol to the new State Library and Supreme Court Building (now the Labor Building). In 1914 it was moved to the Administrative Building (now the Court of Appeals Building), where it remained until a brief relocation to the former site of a bowling alley during construction of the Archives and History/State Library Building, into which it moved in 1969.[8]

Louis R. Wilson later observed that in 1897 there was no clearly defined, well-organized library movement in the South. Free public library service was virtually unknown. Beginning at the end of the nineteenth century, such a movement began to emerge in North Carolina.[9]

## NOTES

[1] Bernard C. Steiner, "Rev. Thomas Bray and his American Libraries," *American Historical Review*, II (October, 1896), p. 61; Thomas Bray, "A General View of the English Colonies in America with Respect to Religion" (Extracted from the Author's Work Entitled Apostolic Charity, First Printed in London, 1698), *Thomas Bray Club Reprint No. 7* (N.p.: Thomas Bray Club, n.d.).

[2] "A Catalogue of Books sent by Mr. Brett to Albemarle Settlement in North Carolina Towards Raising of a Layman's Library for the Use of the Inhabitants. The Several Books to be Lent or Given by the Minister thereof according to Discretion. Decr. 2d 1700," photocopy of original manuscript, North Carolina Collection, University of North Carolina Library, Chapel Hill; "A Catalogue of Books sent Decr. 2d 1700 with Mr. Brett Towards Ffounding a Parochial Library at St. Thomas Parish in Pamplico North Carolina," photocopy of original manuscript, North Carolina Collection.

[3] Frederick Lewis Weis, *The Colonial Clergy of Virginia, North Carolina and South Carolina* (Boston: Society of Descendants of the Colonial Clergy, 1955), p. 59; William L. Saunders (ed.), *The Colonial Records of North Carolina* (Raleigh: State of North Carolina, 10 volumes, 1886-1890), I, 571-573; Joseph Blount Cheshire, Jr., "The Church in the Province of North Carolina," *Sketches of Church History in North Carolina: Addresses and Papers of Clergymen and Laymen of the Dioceses of North and East Carolina Prepared for the Joint Centennial Convention at Tarborough, May, 1890* (Wilmington: W. L. DeRosset, Jr., 1892), p. 52; Stephen B. Weeks, "Libraries and Literature in North Carolina in the Eighteenth Century," *Annual Report of the American Historical Association for the Year 1895* (Washington: Government Printing Office, 1896), pp. 180-183, hereinafter cited as Weeks, "Libraries and Literature."

[4] J. Bryan Grimes, *North Carolina Wills and Inventories* (Raleigh: Edwards and Broughton Printing Company, 1912), pp. 388, 537-540; Philip W. Alston, "Catalogue of Books at Hayes, Exclusive of Law-Books," 1830, Hayes Collection, Johnston Family Series, Volume 80(J), Southern Historical Collection, University of North Carolina Library, Chapel Hill; Weeks, "Libraries and Literature," pp. 198-199; Wendell W. Smiley, *Library Development in North Carolina before 1930* (Greenville: East Carolina University Library, 1971), pp. 13-14, hereinafter cited as Smiley, *Library Development*.

[5] Weeks, "Libraries and Literature," pp. 220-222; *Laws of North Carolina, 1794*, c. XCV; Guion Griffis Johnson, *Ante-Bellum North Carolina: A Social History* (Chapel Hill: University of North Carolina Press), 1937, pp. 164-166, hereinafter cited as Johnson, *Ante-Bellum North Carolina*.

[6] Charles C. Jewett, *Notices of Public Libraries in the United States of America* (Washington: [Smithsonian Institution], 1851), pp. 148-149; *Spirit of the Age* (Raleigh), 20 July 1859.

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[7] James C. Birdsong to John Eaton, 25 May 1886, State Library, State Librarian Letterbook, 22 May 1882-17 May 1887, Archives, Division of Archives and History, Department of Cultural Resources, Raleigh; Smiley, *Library Development*, pp. 80-81.

[8] Maurice C. York, "A History of the North Carolina State Library, 1812-1888" (unpublished master's thesis, University of North Carolina at Chapel Hill, 1978), pp. 3-17, 28-29, 30-32, 72-73; *Report of the Comptroller's Department of North Carolina to the Legislature of the State showing the Receipts and Disbursements at the Treasury Department for the Fiscal Year Ending November 1, 1842* (Raleigh: Weston R. Gales, 1842), pp. 32-33; Secretary of State, "List of Books in the State Library" (spine labeled "Reports of Commissioners, North Carolina and South Carolina Boundary, 1805-1815"), Volume SS 1042.1, State Archives; Johnson, *Ante-Bellum North Carolina*, p. 165; State Library, Minutes of the Meetings of the Trustees of the Public Libraries, 2 February 1886, State Archives.

[9] Louis R. Wilson, "Southern Library Achievement and Objectives," *North Carolina Library Bulletin*, 7 (December, 1928), pp. 109-110, hereinafter cited as Wilson, "Southern Library Achievement and Objectives."

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# II. FORMATION AND EARLY DEVELOPMENT OF THE COMMISSION

In 1900 the U.S. commissioner of education reported that North Carolina had 57 libraries, an increase of 17 since 1896. Of these, 8 were general libraries, 20 were college libraries, 22 were in schools, and 2 were theological libraries; the remaining facilities included a law library, the State Library, a YMCA library, an Independent Order of Odd Fellows (IOOF) library, and a society library.[1]

The concept of public libraries was itself undergoing a transformation as the nineteenth century came to an end. Early in the century the emphasis of public libraries was on building up their collections for the benefit of scholars. Toward the late 1890s libraries began to anticipate the availability of additional leisure time for avocational activities such as reading. At the same time, there was a surge of immigration to the United States from eastern and southern Europe; and there developed an awareness that education was essential to Americanize this mass of humanity. But around 1900 per capita income was low, and an individual who lacked the essentials of life was not apt to be interested in expanding library facilities. Much of the land in the Southeast was submarginal and eroded, making everyday life a constant struggle for many. The majority of the population was young; thus the relatively few adults, most of whom possessed limited financial resources, were faced with the task of educating a proportionately larger youth population. The illiteracy rate among both whites and blacks was high, and a library would have little meaning to a person who could not read.[2]

As the attitude of the public toward the establishment and support of public services became more favorable, public libraries began to expand. This new public attitude resulted in large part from the industrial revolution in the United States and from a corresponding increase in the number of immigrants, many of whom were ill-equipped to function as citizens of the United States. The view was adopted that the best means of protecting against social disorder was the development of formal, carefully organized, and publicly funded educational institutions. One of the instrumentalities that contributed to this educational thrust was the public library. There was early recognition that public libraries could function in the desired manner only if they were tax supported because the requisite goal—the education of the masses—was beyond the means of associational or subscription libraries. Public libraries, it was reasoned, could educate the masses so that they would follow the best elements in the population; at the same time, they would provide access to the best books for the elite minority, whose members would be national leaders. By the end of the century, libraries had "become the universal evidence of popular intelligence and social progress." By 1896 seven states had enacted legislation that would permit their governments to take a more active part in the stimulation, guidance, and counseling of local libraries. By 1904 twenty-two states had moved in this direction.[3]

Much of the thought that led to the development of public libraries elsewhere in the United States did not apply to North Carolina. In 1900 the state was largely rural, with only 9.8 percent of its citizens residing in one of twenty-eight municipalities with a population of 2,500 or more. Slightly less than one third of the population was black, and 95.4 percent of the inhabitants had been born in North Carolina. In the 1900 census, 99.7 percent of the white population was native born; immigrants, therefore, did not represent a problem.[4]

Although North Carolina had 3,465 manufacturing establishments in 1900, 3,179 of them were located in rural areas; only 286 were located in one of seven municipalities with a population in excess of 8,000. Of the total population, only 3.79 percent was employed in manufacturing establishments. Although the statewide percentage of persons engaged in manufacturing was low, it was much higher in the four municipalities in which public libraries were established prior to 1905. In Durham, 43 percent of the population was engaged in manufacturing; in Charlotte, 17 percent; in Greensboro, 16.5 percent; and in Raleigh, 10.9 percent.[5]

In 1900 a majority of the population of the state (52.6 percent) was nineteen years of age or younger, and there was a stunning degree of illiteracy. Among the total white population ten years of age or higher, 19.4 percent was illiterate; 47.6 percent of the black population over ten years of age could neither read nor write.

Among the total population, 28.7 percent was illiterate. Furthermore, only 42.1 percent of the whites and blacks between the ages of five and twenty were attending school, and more than half of these (52.6 percent) were attending for three months or less per year.[6]

North Carolina was virtually unaffected by the thought that led to the establishment of public libraries in the rest of the country; but during the final decade of the nineteenth century it was subject to a ferment that was felt elsewhere in the United States, particularly in the trans-Mississippi Midwest. Although this ferment was economic in origin, its culmination was a movement directed toward strengthening the educational system of the state.

In the 1890s North Carolina was still recovering from the social and economic disaster of the Civil War and Reconstruction. In 1881 the General Assembly had imposed a state tax of 12.5 cents on every $100 worth of property and 37.5 cents on every poll for the maintenance and support of the public schools. In 1891 this levy had been increased to 15 cents for every $100 worth of property and 45 cents on every poll by a General Assembly dominated by disgruntled agrarians whose political organization, the Farmers' Alliance, had captured control of the Democratic party. The issues that resulted in the formation of the alliance and, ultimately, of the Populist party were many and diverse, but from its very beginning the party was concerned with education. In January, 1887, for example, at a convention of farmers held in Raleigh, a resolution in favor of levying a tax of $1.00 on every dog in the state for the benefit of sheep growers and the free schools was adopted. The Populist party was a direct outgrowth of the Farmers' Alliance, and in 1892 its platform favored "the fullest development of our educational system in all its departments." By 1894 the Populist and Republican parties fused, and one of the planks in their common platform called for a four-month school term. The 1895 General Assembly, controlled by the fusionists, increased the state property tax for support of the schools. Following the election of 1896, the Republicans and Populists were in complete control of the state; and their platform included a progressive program of public education. The Democratic party regained control of the General Assembly in the 1898 elections and in the 1899 session appropriated $100,000 for the benefit of the public schools;

Charles Brantley Aycock (1859-1912) was elected governor of North Carolina in 1900 after having campaigned on a platform directed primarily at improving the state's public school system. (Photographs from the Division of Archives and History unless otherwise specified.)

the money was to be distributed to the counties on the basis of the per capita school population of each county.[7]

The 1900 campaign for governor was fought on the issues of white supremacy, black disfranchisement, and improved education. Although both parties endorsed the fostering of public education, the Democratic party pledged to increase the school fund so that a four-month term could be implemented in every district. Charles B. Aycock, the Democratic nominee, told the voters during the campaign: "If you vote for me, I want you to do so with the distinct understanding that I shall devote the four years of my official term to upbuilding of the public schools of North Carolina. I shall endeavor for every child in the State to get an education." Aycock was ultimately elected governor, and in his inaugural address he promised to carry out the Democratic pledge to increase the school fund. He warned, however, that increased spending alone would not remove illiteracy from the state. The 1901 General Assembly then appropriated an additional $100,000 to be used to establish a four-month school term in those districts that lacked sufficient funds to reach that goal.[8]

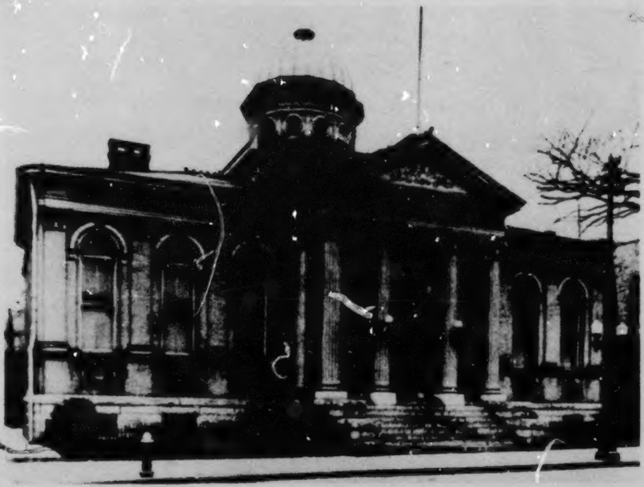
Of equal importance to the development of public schools in the state is the fact that between 1876 and 1900 thirty two-year and four-year colleges were chartered by the state. At the same time, association and subscription libraries were established in various municipalities. In 1879 the Asheville Library Association was incorporated with its first home in the Buncombe County Courthouse, and in 1891 the Charlotte Literary and Library Association was organized; moreover, North Carolina was beginning to develop a sense of pride in its past.[9] The North Carolina Literary and Historical Association was formed in 1900; and three years later it was responsible for the establishment of the North Carolina Historical Commission, the third such agency in the United States. Publication of North Carolina's colonial and state records, which had begun under the direction of William L. Saunders in 1880, was completed; and the state participated enthusiastically in the Jamestown Exposition of 1907. "North Carolina, like Rip Van Winkle of Old, has been aroused from an apparently comatose state in the mountains of silence, and has sought the intellectual activity of the new life beyond." North Carolina was more than ready for the establishment of tax-supported, free public libraries in the state.[10]

On 9 March 1897 the General Assembly ratified an act that authorized the aldermen or commissioners of any city or incorporated town having more than 1,000 inhabitants to provide for the establishment of a public library. The act specified that such libraries were to be controlled by six-member boards of managers. The aldermen or commissioners could subscribe to the maintenance of the library and could pay to the board of managers any amount not exceeding 2 percent of the total taxes collected; or the library could receive all or part of the fines imposed and collected in the mayor's or police court. Four years later, the provision limiting the formation of libraries to incorporated cities or towns having a population greater than 1,000 was eliminated from the 1897 legislation.[11]

Although the legislature enacted general authorization for the formation of municipal libraries, the libraries created at the turn of the century were established by special bills. On 5 March 1897 the assembly incorporated the Durham Public Library to establish, maintain, and conduct a public library for the people of Durham. The act of incorporation authorized citizens of the municipality to form the "Durham Public Library Association" to aid in maintaining the library on the payment of an annual fee of $10.00; in addition, the town of Durham was authorized to contribute money to aid the library. On the same day, the assembly enacted legislation to incorporate the Raleigh Library; the act specified that trustees were to be selected from among the persons who subscribed not less than $50.00. Subscribers were required to contribute not less than $3.00 annually. The act authorized the city of Raleigh to make contributions to the library and also provided that "The benefits of the library authorized to be created by this act shall, so far as admission and the use of its books in the library building as far as practicable, be thrown open to all well behaved white persons. . . ."[12]

Two years later the Raleigh library was replaced by the Olivia Raney Library, which had been presented to the city by Richard Raney as a gift in memory of his deceased wife. The legislature stipulated that the new facility was to be established and maintained at no charge for the use of the white citizens of Raleigh. When the municipal charter of Greensboro was revised by the General Assembly in 1901, section 98 provided "that the Board of Aldermen . . . may maintain one or more public libraries." During the 1901 session the assembly empowered the city of Charlotte to appropriate not less than $2,000 and not more than $2,500 to maintain a free library or libraries. All citizens of Charlotte were to have free access to and use of the books in the free libraries, except that white and black people were to have separate rooms and books. The citizens of the city were authorized to vote on the question of allowing the appropriation at a municipal election to be held on 6 May 1901. In 1903, after the appropriation had been approved, the General Assembly incorporated the Charlotte Carnegie Public Library and empowered it to establish and maintain a free library for the use, without charge, of the white citizens of Charlotte; all books and other materials held by the Charlotte Public Library were then turned over to the new organization. The same legislation also created the Charlotte Public Library for Colored People, which was to share in the funds voted for that purpose in 1901.[13]

With the chartering of the Charlotte library, a name long identified with library development came to North Carolina. Andrew Carnegie, a Scotsman who had made a fortune manufacturing steel and in financial dealings with the steel industry, had early begun to fund the construction of library buildings throughout the



The Charlotte Public Library was erected with financial assistance provided by Andrew Carnegie. Dedicated in 1903, the structure served as the headquarters for the city's library system until 1954, when it was razed to make room for a new building.

United States as the best means of improving and educating the masses of the people. Carnegie personally, and later the Carnegie Corporation, contributed funds to build a library in a particular community, on condition that the community agree to contribute annually the equivalent of 10 percent of its cost to maintenance. Nine communities in North Carolina received Carnegie funds for library buildings. The first was Charlotte, in 1901, followed by Greensboro, which received funds for two buildings in 1902, and Winston-Salem, in 1903. The other cities receiving Carnegie grants were Andrews, Durham, Hendersonville, Hickory, Murphy, and Rutherford College. A total of $166,445 in Carnegie funds was donated for construction of ten free public library buildings in nine communities. Grants for library buildings were made to five additional North Carolina municipalities (Canton, Goldsboro, High Point, Statesville, and Wilmington), but the grants were not used. Construction funds were also granted to six educational institutions (Davidson College, Guilford College, Johnson C. Smith University, the University of North Carolina, State Normal and Industrial College in Greensboro, and Livingstone College).[14]

Grants from Andrew Carnegie and the Carnegie Corporation for library buildings were not as numerous in North Carolina as they were in other parts of the country, but they served as a stimulus to the development and extension of library services. Carnegie funds aided in nearly every type of library work in the Southeast, although most of them went to academic rather than public libraries. During the time the Carnegie Corporation was making funds available for library buildings, the South was unable financially to avail itself of the opportunity to obtain such buildings on a large scale. In 1923 the corporation announced that it would give no more money to build libraries, and the responsibility for erecting buildings to house public libraries was thereafter assigned to the communities in which they were located.[15]

The contributions of Andrew Carnegie and the Carnegie Corporation were much greater than the donation of $166,445 to build ten library buildings in North Carolina. In 1931 the corporation contributed funds to the University of North Carolina for the establishment of a library school and for its operation for five years. In the period 1934-1941 the corporation granted $30,000 to the University of North Carolina for the development of the Southern Historical Collection. The major contribution of the Carnegie Corporation, however, was the impetus that it gave to public library development. With Carnegie leading the way, other philanthropists and wealthy persons gave libraries to their communities. The Pack Memorial Library, for example, was a gift to the city of Asheville; and North Carolina is dotted with libraries named for donors who, following the Carnegie example, gave land or funds for public libraries.[16]

Another development early in the twentieth century that contributed to interest in libraries was the formation of the North Carolina Library Association. The American Library Association, which had been established in 1876, had held its annual meeting in Atlanta in 1899, although North Carolina was not represented there. On 14 May 1904 seven people met at the library of the State Normal and Industrial College in Greensboro (University of North Carolina at Greensboro) to organize a library association. Present were Annie Smith Ross, librarian of the Carnegie Library of Charlotte; Annie Petty and Charles D. McIver of the State Normal and Industrial College; Betty D. Caldwell of the Public Library of Greensboro; J. P. Breedlove of Trinity College (Duke University); R. D. Douglas of the Greensboro News Company; and Louis R. Wilson, librarian at the University of North Carolina. The group drafted bylaws for the association and arranged to hold a general meeting in Charlotte in the fall of 1904.[17]

The movement toward a library association was, according to Louis R. Wilson, primarily attributable to Annie Smith Ross. She had been appointed librarian of the Carnegie Library in Charlotte in November, 1902, and had spent several months training in the Atlanta Carnegie Library. After returning to Charlotte, she corresponded with other librarians during the winter of 1903-1904 on the subject of organizing a state library association; and the meeting of 14 May 1904 was the result. By November, 1904, the association had seventeen charter members. The purposes of the organization were to promote acquaintances and fraternal relations among librarians and those interested in library work and by consultation and cooperation to increase the usefulness and advance the interests of libraries and library work in North Carolina. One of the first acts of the newly formed association was to adopt a resolution advocating the formation of a library commission.[18]

By 1896 the legislatures of seven states had passed laws that permitted their governments to participate actively in the stimulation, guidance, and counseling of local libraries. Generally, new state agencies were established for this purpose; and by 1904 twenty-two states had moved in that direction. Meeting in 1906, the North Carolina Library Association discussed the formation of a library commission; and a committee was appointed to ask for its creation. Members of the committee were J. F. Wilkes of Charlotte; E. P. Wharton of Greensboro; M. O. Sherrill, state librarian; and Louis R. Wilson, librarian of the University of North Carolina. Although it was subsequently claimed that a bill for the formation of a library commission was introduced in the 1907 legislature, evidence of its introduction cannot be found. But in 1908 not only the North Carolina Library Association but also the North Carolina Federation of Women's Clubs began work for the creation of a special library agency. Gertrude Weil and Mrs. Sol Weil of Goldsboro, both of whom were officers in the North Carolina

Federation of Women's Clubs, were asked to go to Raleigh to work for the library commission when the time came.[19]

Every effort was made to mobilize support for the establishment of a library agency in the state. Writing in 1906, John Pendleton Kennedy, state librarian of Virginia, argued that a commission would promote the establishment of permanent local libraries, organize and improve existing libraries, and encourage the circulation of free reading material in the form of traveling libraries where there were no libraries. He pointed out that not a single North Carolina library was supported by direct taxation, although two received funds from their city or county. "North Carolina cannot afford to pass unnoticed," he concluded, "such avenues of education as the presence of a [library] commission in this state would insure to every man, woman and child within its confines." A commission, Kennedy believed, would promote the general education system, as evidenced by the work of commissions in other states, and would be "the most helpful adjunct to library progress within the past ten years."[20]

As the 1909 session of the General Assembly began, brochures pointing out that a commission would improve library service in the state by offering technical advice and trained assistance were circulated. Libraries, it was argued, were an essential part of the broad system of education already started in North Carolina. North Carolina needed libraries, and it was felt that a commission would increase the number and stimulate the improvement of existing libraries. One brochure noted that "The work now being done in a small way by private parties can be done better, done for all sections of the State, done with more system, done with more honor to the State, by a Commission, planned and organized, as the proposed bill now before the Legislature calls for."[21]

In response to what the commission itself later referred to as a statewide demand for a more systematic extension and careful fostering of the general library movement, the General Assembly in 1909 established the North Carolina Library Commission. The commission consisted of the superintendent of public instruction, the state librarian, two members appointed by the North Carolina Library Association, and one member named by the governor. It was established to give assistance, advice, and counsel to all libraries, to all communities proposing to establish libraries, and to all persons interested in the best means of establishing and administering libraries. It was authorized to aid in organizing new libraries or improving those already in existence, and it could establish and maintain traveling and other libraries. All libraries were to make annual reports to the commission. The act authorizing the commission included an appropriation of $1,500 annually for the expenses of the agency.[22]

The public school system of the state had been brought to a position of efficiency through state supervision and encouragement, and members of the Library Commission felt that their organization had been created to render a similar service to library interests in North Carolina. This was, in the opinion of the commission, recognition of the fact that libraries had become a necessary part of the equipment of schools and colleges and that the public library was an "educational institution of greatest importance to every community." By 1909 twenty-five states had library commissions, and their success in establishing new libraries and in improving the efficiency of old ones appeared to prove that they were logical channels for carrying on the work of library extension.[23]

The commission was organized 18 April 1909 with Louis R. Wilson as chairman, Annie Smith Ross as secretary, Dr. Charles Lee Smith as treasurer, and Dr. J. Y. Joyner and Miles O. Sherrill, state superintendent of public instruction and state librarian respectively, as members. Later, following Mrs. Ross's resignation after moving out of the state, the commission named Mrs. Sol Weil, library extension chairman of the North Carolina Federation of Women's Clubs, to succeed her. It was not until 4 August, however, that Minnie W. Leatherman, then employed by the Louisville Public Library, accepted employment as secretary of the commission after a prolonged search for a person to fill the position.[24]

The commission had been in existence less than a year when it learned that the Scales Act of 1897, which allowed the establishment of public libraries, had not been brought forward into the Revisal of 1905; it had, therefore, been repealed. This meant that no statute permitting towns to establish and maintain public libraries by taxation then existed. Subscription and association libraries could be established, but the experience with them had been precarious. In October, 1910, the commission voted to have prepared and submitted to the 1911 General Assembly a bill to replace the earlier legislation.[25]

Accordingly, a new library act was introduced and approved in 1911. It provided that the board of aldermen or town commissioners of any incorporated city or town, upon petition of 25 percent of the registered voters, were to submit the question of the establishment of a free public library at the next municipal election. If approved, the library was to be established and the municipality would be authorized to levy a special tax of not more than 10 cents on every $100 of assessed valuation of property and not more than 30 cents on each poll. Supervision of the library was to be placed in the hands of six trustees, who were authorized to appoint the librarian. Every library established under the provisions of the act was declared to be "forever free to the use of the inhabitants of the city or town. . . ." The act also provided that if there existed in a city or town a library owned by a society or corporation, the aldermen or commissioners could collect the tax and enter into a contract with the existing library to provide free library service.[26]

In its first biennial report, the Library Commission reported 82 libraries in the state, although it had detailed information on only 65 of them. Thirteen of the 65 were free public libraries, 10 were subscription or association libraries, 26 were in colleges, 10 were in schools, and 6 were in the "other" category (e.g., the State Library and the Supreme Court Law Library). Of the libraries reporting, only 18 had more than 5,000 volumes, and 6 had fewer than 1,000 titles. The combined book stock of the free public libraries totaled 51,424 volumes, less than that of the University of North Carolina. One of the objectives of the commission was to give assistance and advice to towns that were considering the establishment of public libraries. But before 1911, in the absence of legislation permitting establishment of tax-supported public libraries, the secretary of the commission turned her attention to other matters and assisted in the reorganization of the State Library, the Davidson College library, and the Meredith College library. With the enactment of the 1911 law, the commission gave priority to the library needs of smaller communities. By 1912 it was able to report that "North Carolina has made marked progress from a library standpoint in the past two years. On many sides we see signs of a general awakening to the importance of the public and school library, and to the necessity of scientific organization and management."[27]

One of the major problems that delayed library development in North Carolina was the lack of trained librarians. When the North Carolina Library Association was established in 1904, Annie Petty, librarian of the State Normal and Industrial College at Greensboro, was the only trained librarian in the state. When the Library Commission was authorized in 1909, there were three trained librarians; by 1913 there were eleven, most of whom served in college and university libraries. To meet the need for formal library training, the commission and the University of North Carolina Library, under the direction of Louis R. Wilson, conducted a summer school for library training in June and July, 1910.[28]

Although handicapped by lack of staff, the Library Commission was able to report substantial progress in library extension by 1914 (when it still had only one employee). In 1914 there were 45 public libraries in North Carolina, of which 24 were free and 21 were subscription. Twenty-one of the libraries had their own buildings, and 5 were under the supervision of trained librarians. Four extended full library privileges to all county residents. After summarizing the progress made, the commission concluded: "But that which is most encouraging, that which means most for library development and library extension in North Carolina is the fact that a general interest has been awakened in the library movement and that the public is beginning to appreciate the educational, moral, and social functions of the library. The greatest work that any library or librarian can do, that the Library Commission can attempt, is to wage a campaign for public recognition of the library as an educational institution, and as a public institution deserving and requiring public support."[29]

Although libraries were being established throughout the state, their public support was limited. The Carnegie Library of Charlotte had the largest income, but it was only 12 cents per capita. Waynesville supported its library at the rate of 32 cents per capita, Greensboro at 23 cents, Aberdeen at 21 cents, Raleigh at 20 cents, and Washington at 18 cents. The city of Charlotte increased its support of the Carnegie Library by $1,500, and Mecklenburg

County voted an additional $300, bringing total support to the library to $4,300 in 1912. New libraries were being established throughout the state, but a number of communities still did not have library service. In 1915 the Library Commission began a campaign for the establishment by 1920 of a public library in every town with a population of 2,500 or more. This goal was later revised upward to a library in every town with a population of 2,000 or more. The involvement of the United States in World War I effectively prevented the attainment of that goal, and by 1920 the emphasis in library extension had begun to shift from municipal libraries to country library service.[30]

Louis R. Wilson, librarian of the University of North Carolina, who had played a dominant role in the establishment of the North Carolina Library Association and of the Library Commission and had served seven years as chairman of the latter, resigned as a member of the commission late in 1916. This action by Wilson ended the initial stage in the development of the commission and reduced its influence on library extension in the state.[31]

At the time the Library Commission was created, it was authorized to establish and maintain traveling libraries. First established in New York State in 1892, traveling libraries consisted of a collection of books loaned to smaller towns and rural areas that did not have library facilities. Each traveling library was packed in a special box and consisted of between 30 and 50 volumes, one third of which were fiction, one third nonfiction, and one third for children. The box was kept in a convenient place in the community—a school, the post office, a general store, or a private house. The library was kept for three months and was then returned and replaced by another collection.[32]

When the Library Commission was created, the North Carolina Federation of Women's Clubs supported the idea of traveling libraries. The federation had established such facilities in 1899, and by 1909 it had eight cases circulating in fifteen counties. The federation traveling libraries were already supplying books to farmers and those living in small villages. In addition, the Seaboard Airline Railway distributed its own traveling libraries along its right-of-way; and in 1904-1905 it placed libraries in fifty-five schools and twelve rural communities. The Seaboard also agreed to send libraries into territory along its lines if the Library

Commission would indicate where such libraries would be of the greatest service. The Southern Railroad agreed to transport free along its lines a reasonable number of traveling libraries.[33]

In May, 1909, in a meeting with Louis R. Wilson, the Federation of Women's Clubs offered to give its traveling libraries to the commission. In October the offer was accepted—with the proviso that the libraries were to be operated by the commission— and the federation was advised that it would be asked to give additional libraries and to maintain those which were given. Almost immediately, problems with the federation developed. Early in January, 1910, Miss Minnie W. Leatherman went to Henderson to see the new chairman of the Library Extension Committee but learned that she knew nothing about traveling libraries. The chairman did not know where any of the libraries were and doubted that the federation would furnish any substantial support. Miss Leatherman reported that the commission would probably receive twelve libraries. In March, 1910, Wilson sent an agreement concerning the traveling libraries to Mrs. Sol Weil of Goldsboro; it was signed on 14 March 1910.[34]

The agreement provided that the federation would give the commission its traveling libraries, which were to be operated by the commission. The federation agreed to continue its interest in library extension and to urge its members to contribute funds to be used in carrying on the work of the traveling libraries. The commission agreed to mark each book with a special bookplate that would credit the particular club from which it came.[35]

Shortly after the agreement was signed, the commission received ten regular traveling libraries and two large boxes of books from Goldsboro. Of those received from Goldsboro, not more than three were available after the books had been examined. Most of them were in bad condition, many having been discarded by the Greenfield, Massachusetts, library. One good library was received from Lenoir. Following a disagreement with the library extension chairman of the federation concerning the marking of books, Miss Leatherman made it clear that she felt the commission should cut itself loose from the federation. At the October, 1912, meeting of the commission, its members concluded that the cause of library extension would be better served if the federation operated its own traveling and study club libraries and the cooperative work were confined to the establishment of new libraries and the improvement of existing libraries. It was decided, therefore, that the books, cases, and money ($118.65) received from various clubs would be returned. Louis R. Wilson, chairman of the commission, explained that complications would be avoided if all relations involving the use of traveling libraries and moneys were discontinued because it had become increasingly difficult to handle money and traveling libraries jointly—and that was what the federation expected.[36]

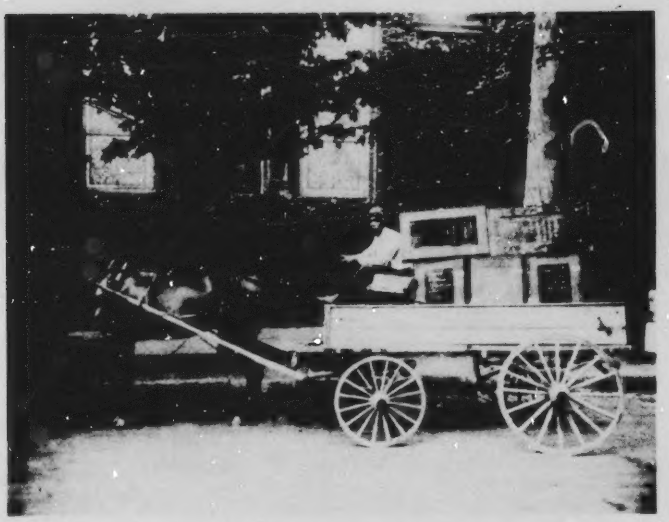
After the federation complained about the cancellation of the agreement on traveling libraries, Wilson explained that the 1910 agreement provided for the transfer of books and money from the federation to the commission. A member of the federation was named to assist the secretary in checking the receipt of the books, but in two and a half years only enough books to equip four representative libraries had been received. The original agreement also stipulated that the books would become the property of the commission and that the federation would provide funds for books—with a bookplate indicating that they came from the federation. In two and a half years the Library Extension Committee of the federation had had three different chairmen; and the representative to check the books changed as often. Because of those changes the committee did not abide by the original agreement; this adversely affected the work of the commission. During the two and a half years, Mrs. Sol Weil, the member of the federation serving as a member of the commission, did not attend any of its meetings, making communication between the two difficult. The commission was expected to initiate the study club libraries, but it was unable to confer with the federation representative in order to conform to the original plan. The uncertainties and delays growing out the effort to cooperate complicated the constructive work of both the commission and the federation. Under the circumstances, it seemed best to return the books and the money.[37]

The distribution of the books and cases belonging to the federation proved time consuming. Two boxes of the best books were sent to Lynn, North Carolina, and the remainder were ordered to be sent to Jackson Training School near Concord. Examination of the books, however, indicated that many of them were inappropriate for such an institution, and they were eventually sent to various other state institutions.[38]

With the financial support of the Federation of Women's Clubs not available for the traveling library program, the commission turned to the General Assembly for funds. With the endorsement of the North Carolina Library Association, a bill was introduced along with the public library bill in the 1911 legislative session. The library bill was enacted, but the bill providing funds to establish traveling libraries, although reported favorably by the library committees in both houses, was reported unfavorably by the Appropriations Committee in a close vote. The attempt to obtain funds was more successful in the 1913 General Assembly, largely through intensive lobbying by Louis R. Wilson, Charles Lee Smith, and J. Y. Joyner, all members of the Library Commission. The bill enacted into law in 1913 increased the annual appropriation of the Library Commission from $1,500 to $3,000 in order to provide for traveling libraries. The commission had requested $6,000, and when only $1,500 was initially appropriated, the Raleigh *Progressive Farmer* made the following comment: "As for traveling rural libraries, so much needed by our country people, one hardly knows whether to commend the Legislature for doing something, or condemn it for doing what it did so niggardly." The first traveling libraries were sent out in February, 1914, and by the end of the year seventy-five were available.[39]

Traveling libraries expanded even more in June, 1914, when the State Department of Agriculture made $300 available for a farmers' library. The farmers' library consisted of sixty titles, of which ten could be loaned to a farmers' union local or one could be loaned to an individual farmer.[40]

In 1911 the commission established a general loan collection consisting of several debate libraries and a few books that were useful in the preparation of essays, speeches, and papers for clubs and literary societies. The debate libraries dealt with important political, social, or economic problems and consisted of books, magazine articles, speeches, clippings, government documents, and the like. They were prepared on such subjects as capital punishment, child labor, good roads, and woman suffrage. They were lent to schools and debating societies that would pay the postage or shipping charges. In all, there were seventy-nine dif-



These North Carolina Library Commission traveling libraries, packed in sturdy wooden cases, were photographed in 1915 while en route to the Raleigh train station for shipment throughout the state.

ferent "subjects" in the debate libraries. In 1915 the commission also developed study club libraries for use in areas where there were no libraries. By the end of World War I the commission had available for distribution 2,166 collections of material on individual subjects.[41]

In making up the traveling libraries, at least one third of the books were made up of fiction, one third were books for children, and the remaining volumes were the best and most popular books of nonfiction. Among the latter were one book on agriculture or country life, one dealing with domestic science or household sanitation, and one that would be helpful in planning and carrying out entertainments or a simple program for a social evening. The traveling libraries were lent to any organized body that would assume responsibility for their care. World War I adversely affected the traveling library system because books could not be shipped into North Carolina by rail, and some libraries took as long as three months to reach their destination. Despite this difficulty, traveling libraries were sent to 178 different places in seventy counties of the state in 1918. Library service to rural counties was the chief concern of the commission, and this service was provided principally by traveling libraries. In the mid-1920s, 1,275 traveling libraries, each containing forty books, were sent to 865 places. Seventy percent of the population of the state had no library service other than that provided by the commission.[42]

Upon the initiation of state aid, most counties developed countywide library service within a few years; but the commission continued to supply reading material to people residing in counties that failed to develop such a system. By 1944 the number of collections was reduced to 260, with most books being sent out in response to a specific request. By mid-century the original traveling library collections were largely superseded by an increased number of local book collections, although the commission continued to serve directly the citizens of the few counties that did not have countywide library service. Initial loans of books to newly established libraries continued to ensure a smooth beginning. The commission's book collection, which consisted of more than 49,000 volumes, was used to supplement local collections, fill individual requests, and provide extensive reference service.[43]

Two special types of traveling libraries were developed. In December, 1917, the first traveling libraries prepared especially for schools were sent out. Each library contained forty-five volumes and consisted of books for readers in all grades. In 1923 the commission approved the preparation of libraries for Negro schools. By 1926 forty traveling libraries of children's literature and forty libraries of parallel reading for students in high schools for blacks had been prepared. Although the traveling libraries were funded by the commission, their distribution was handled by Dr. N. C. Newbold, director of Negro education in the Department of Public Instruction.[44]

## NOTES

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[8] Lefler, *North Carolina History Told by Contemporaries*, pp. 40[illegible]-406; R. D. W. Connor and Clarence Poe, *The Life and Speeches of Charles Brantley Aycock* (Garden City: Doubleday, Page, & Co., 1912), pp. 85, 233-234; *N.C. Public Laws, 1901*, c. 543.

[9] William S. Powell, *Higher Education in North Carolina* (Raleigh: State Department of Archives and History, 1964), pp. 65-66; Smiley, *Library Development*, pp. 83-84, 73-74.

[10] Mary Hilliard Hinton, *The North Carolina Historical Exhibit at the Jamestown Ter-Centennial Exposition, Norfolk, Virginia, April 26-December 1, 1907* (*Historical Commission Bulletin No. 2*) (Raleigh: Edwards & Broughton Printing Co., 1916), p. 7.

[11] *N.C. Public Laws, 1897*, c. 512; *N.C. Public Laws, 1901*, c. 662.

[12] *Private Laws of North Carolina, 1897*, cc. 108, 105, hereinafter cited as *N.C. Private Laws*, with appropriate date.

[13] *N.C. Private Laws, 1899*, c. 65; *N.C. Private Laws, 1901*, cc. 333, 432; *N.C. Private Laws, 1903*, c. 16.

[14] Bobinski, *Carnegie Libraries*, Appendix [illegible] pp. 207-242, 17-20, [illegible]-133; Anders, "Contribution of the Carnegie Corporation," pp. [illegible], 21; *Library Commission First Biennial Report*, 1909-1910, p. 11. In 1955 the Carnegie Library building was still standing in the community of Rutherford College—which had declined after the college for which it was named had merged with another to form Brevard College—but it was used as a small but flourishing Baptist church. North Carolina Library Association Public Library Section, *Public Library Workshop*, "Which Way Tomorrow?" pp. 8-9.

[15] Anders, "Contribution of the Carnegie Corporation," pp. 55, 4; Louis R. Wilson, "Library Conditions and Objectives in the South," *Southern Conference on Education:*

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[16] Anders, "Contribution of the Carnegie Corporation," pp. 24, 54; Johnson and Harris, *History of Libraries in the Western World*, pp. 265-273.

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[20] John Pendleton Kennedy, Jr., "The Value of a State Library Commission," *South Atlantic Quarterly*, 5 (July, 1906), pp. 276, 282, 287.

[21] Brochure, "*What a Library Commission Can Do for North Carolina*" (N.p.: n.p., n.d.).

[22] "The North Carolina Library Commission," *North Carolina Library Bulletin*, 1 (December, 1909), pp. 1-2; *N.C. Public Laws, 1909*, c. 873.

[23] *Library Commission First Biennial Report*, 1909-1910, p. 9.

[24] *Library Commission First Biennial Report*, 1909-1910, p. 9; Minnie W. Leatherman to Louis R. Wilson, 4 August 1909, Louis R. Wilson Papers, Series V, Folder 504, Southern Historical Collection, hereinafter cited as Wilson Papers.

[25] T. W. Bickett, attorney general of North Carolina, to Louis R. Wilson, 11 January 1910, Wilson Papers, Series V, Folder 505; *Library Commission First Biennial Report*, 1909-1910, p. 19; Library Commission Minutes, 13 October 1910, State Archives, hereinafter cited as Library Commission Minutes, with appropriate date.

[26] *N.C. Public Laws, 1911*, c. 83.

[27] *Library Commission First Biennial Report*, 1909-1910, pp. 25-29, 10, 13; Elaine von Oesen, "Public Library Service in North Carolina and the W.P.A." (unpublished master's thesis, University of North Carolina at Chapel Hill, 1951), p. 8, hereinafter cited as von Oesen, "Public Library Service in North Carolina"; *Library Commission Second Biennial Report*, 1911-1912, pp. 10, 7.

[28] von Oesen, "Public Library Service in North Carolina," p. 29; *Library Commission First Biennial Report*, 1909-1910, p. 15.

[29] Bullock, *State Supported Library Activities*, pp. 46-47; *Library Commission Third Biennial Report*, 1913-1914, pp. 27-29.

[30] *Library Commission Second Biennial Report*, 1911-1912, pp. 11, 8; *North Carolina Library Bulletin*, 3 (December, 1915), pp. 1-2.

[31] *North Carolina Library Bulletin*, 3 (December, 1915, March, 1917), p. 44; Library Commission Minutes, 17 January 1917.

[32] *North Carolina Library Bulletin*, 1 (September, 1912), pp. 144-146; *Library Commission First Biennial Report*, 1909-1910, pp. 17-18.

[13] Letter to General Assembly, 18 January 1909, from Library Extension Committee, Federation of Women's Clubs, Mrs. Sarah Weil, Chairman, copy in Wilson Papers, Series V, Folder 501; Mrs. Eugene B. Heard to Louis R. Wilson, 29 April 1910, Wilson Papers, Series V, Folder 507; Babylon, "History of the North Carolina Library Commission," pp. 28-29; M. V. Richards to Louis R. Wilson, 2 February 1910, Wilson Papers, Series V, Folder 505.

[14] Louis R. Wilson to Mrs. Sarah Weil, 28 October 1909, Wilson Papers, Series V, Folder 504; Minnie W. Leatherman to Louis R. Wilson, 14 January 1910, Wilson Papers, Series V, Folder 505; Louis R. Wilson to Mrs. [Sol] Weil, 9 February 1910, Wilson Papers, Series V, Folder 505; *Library Commission First Biennial Report*, 1909-1910, p. 30. In forwarding the agreement, Miss Leatherman commented: "I am convinced that Mrs. Weil will never sign the agreement anyway, and that the war is now on." Minnie W. Leatherman to Louis R. Wilson, 10 February 1910, Wilson Papers, Series V, Folder 505.

[15] *Library Commission First Biennial Report*, 1909-1910, p. 30.

[16] Minnie W. Leatherman to Louis R. Wilson, 20 March 1910, Wilson Papers, Series V, Folder 505; Library Commission Minutes, 21 April 1910; Minnie W. Leatherman to Louis R. Wilson, 18 September 1912, Wilson Papers, Series V, Folder 514; Library Commission Minutes, 10 October 1912; Louis R. Wilson to Mrs. [Sol] Weil, 6 November 1912, Wilson Papers, Series V, Folder 514.

[17] Louis R. Wilson to Adelaide Fries, n.d. [1913], Wilson Papers, Series V, Folder 515. Dr. Fries was then president of the North Carolina Federation of Women's Clubs.

[18] Library Commission, Report of the Secretary, October, 1913, State Archives, hereinafter cited as Library Commission, Secretary's Report.

[19] J. P. Breedlove to Louis R. Wilson, 26 January 1911, Wilson Papers, Series V, Folder 510; Report of Executive Committee, in Library Commission Minutes, 13 April 1911; Miss Leatherman to Miss Petty, 12 March 1913, attached to Library Commission Minutes, 13 May 1913; N.C. *Public Laws, 1913*, c. 175; *North Carolina Library Bulletin*, 2 (December, 1912, March, 1913), p. 2; *Library Commission Third Biennial Report*, 1913-1914, p. 16.

[20] *Library Commission Third Biennial Report*, 1913-1914, p. 21.

[21] Library Commission Minutes, 13 April 1911; *Library Commission Second Biennial Report*, 1911-1912, pp. 15-16; *Library Commission Fourth Biennial Report*, 1915-1916, pp. 12-13; *North Carolina Library Bulletin*, 2 (June, 1915), p. 111; *Library Commission Fifth Biennial Report*, 1917-1918, p. 16.

[22] Library Commission, Secretary's Report, October, 1913; *Library Commission Fourth Biennial Report*, 1915-1916, p. 8; *Library Commission Fifth Biennial Report*, 1917-1918, p. 14; *Library Commission Eighth Biennial Report*, 1922-1924, pp. 9-10; *Library Commission Ninth Biennial Report*, 1924-1926, p. 8.

[23] Babylon, "History of the North Carolina Library Commission," p. 47; *Library Commission Twenty-First Biennial Report*, 1948-1950, pp. 7-8.

[24] Library Commission, Secretary's Report, 1 June 1917-1 December 1918; Babylon, "History of the North Carolina Library Commission," pp. 135-136; *North Carolina Library Bulletin*, 7 (December, 1927), p. 8.

# III. THE GREAT DEPRESSION, WPA, AND STATE AID

At the biennial meeting of the Southeastern Library Association in 1926, Louis R. Wilson pointed to three major considerations that affected library development in the Southeast. The first of these was the fact that there was less reading in that region than in any other part of the country. Secondly, it was not until after World War I that the Southeast had been able economically to become interested in library development on an adequate basis. It was not, Wilson claimed, until 1920 that the South reached the economic status that other states had achieved in 1900. Finally, a library was not regarded as an institution that made a worthwhile contribution to the whole community; it was considered to be essential only to readers and to members of women's clubs.[1]

In spite of these handicaps, public libraries in North Carolina continued to grow and to expand. During World War I, libraries in Lenoir and Mocksville were forced to close because of the curtailment of funds. But during 1917 and 1918 five new libraries were established, and both Hickory and Statesville voted to levy special library taxes. On 1 January 1919 the Pack Memorial Library in Asheville, which before that time had been a subscription library, became a tax-supported free public library. Early in 1920 the Library Commission received 6,000 volumes from the American Library Association as North Carolina's share of books left over from war service. Some of these were sent to hospitals that treated former servicemen, but the majority were placed in traveling libraries that were loaned to American Legion posts in towns that did not have library service.[2]

The increased cost of books and the scarcity of trained librarians made it difficult for libraries to readjust in the immediate postwar period. Despite the problems, 19 new libraries were established between 1920 and 1922; and the 1921 General Assembly increased the appropriation of the Library Commission to $17,500 annually. By June, 1922, 64 public or semipublic libraries and 5 public libraries for Negroes had been established in North Carolina. An average of one new library per month had been opened, maintenance funds for nearly every library in the state had been increased, and in three instances assistance had been voted by county authorities in return for countywide service. By the middle of the decade there were 32 tax-supported libraries in the state, of which 9 received county as well as municipal funds. These libraries together held a total of 182,279 volumes. There were also 37 associational or subscription libraries, 7 of which were supported by the municipalities in which they were located.[3]

By the end of the 1920s there were 72 public libraries in the state, more than half of which were inadequately supported financially. Of the 72, 30 were tax supported and had an average per capita income of 23 cents. Forty-two of the libraries were associational or were maintained under the auspices of an organization. In 1928 14 municipalities of more than 2,500 population were without a public library and 46 counties did not have a library within their borders. There were 9 Negro public libraries within the state. Of the 42 associational libraries, only 6 received contributions from the towns in which they were located. Only 16 high school libraries had full-time librarians.[4]

As a forerunner of things to come, the General Assembly in 1929 reduced the appropriation of the Library Commission from $26,000 to $24,900 per year. The director of the budget reduced the 1929-1930 appropriation by an additional 10 percent and pared the appropriation for fiscal year 1930-1931 by 20 percent. As the General Assembly convened, the Advisory Budget Commission proposed to eliminate entirely funds for the aid of school libraries, to cut the book fund and staff of the libraries of state colleges and universities, to cut salaries by 10 percent, and to curtail the work of the Library Commission and all state-supported libraries. Publication of the *North Carolina Library Bulletin* was discontinued as of December, 1931.[5]

Although significant progress had been made in library extension, by 1920 the entire concept of library service changed. About 1900 the emphasis had shifted from the concept of the library as the repository of knowledge to its role in the extension of educational opportunity. State commissions were established to promote the founding of small libraries and to send traveling libraries into rural areas. It was a short step to the creation of county libraries, which began to be prominent about 1911 in light of the experience of the California library system. By 1920 Ohio was also forming county systems; and development followed rapidly in the South, where the county was the most important political unit. As early as 1917 the board of county commissioners and the board of education of any North Carolina county in which there was a public municipal library were authorized to cooperate with the trustees of the library in extending the library's services into rural areas, and they were further authorized to appropriate funds sufficient to pay the expenses of these library extension services. By 1921 the North Carolina Library Commission decided to push the movement for county libraries in every possible way.[6]

The need to bring library service to rural areas was urgent. A study in 1922 showed that among North Carolina tenant farmers, 65 percent did not take a magazine or newspaper and 50 percent did not own a book other than the Bible. Louis R. Wilson took the position that the first task for library workers was to build up county, high school, and business libraries. Because North Carolina was an agricultural state with few large cities, Wilson agreed that the county should be made the basis for library service. By 1924, 9 counties made appropriations for library service. In 1926, however, 68 percent of the population did not have access to a library. These were principally rural people who resided in 47 of the counties. In that year, 12 North Carolina counties had county library service, but all of it was by contract with city libraries. In an effort to promote the development of county libraries, the Library Commission requested and obtained an amendment to the 1911 library law, which related to municipal libraries, by adding, wherever appropriate, the words "or county," so that the legislation was made applicable to county libraries.[7]

Davidson County established the first countywide free library system in the state as the result of cooperation between the North Carolina Federation of Women's Clubs and other civic organizations. On 7 May 1928 the Davidson County commissioners appropriated $5,000; the Lexington city council followed suit by appropriating $1,500, and the city of Thomasville later approved the expenditure of $1,500. Charles F. Finch of Thomasville donated a book truck to the new system. By September of that year, fourteen counties supported county library service.[8]

The emphasis in library extension in North Carolina thereafter was on the development of county systems. In October, 1935, the North Carolina Library Association adopted a five-year plan for library development that was designed to create a coordinated system for reaching each county. This plan was based on two principles: that library service should be demonstrated in order for it to gain support, and that the area served should be large enough geographically and economically to support adequate service. The plan specifically recommended that state and federal aid be extended to establish and maintain county and regional libraries; that county and city appropriations be increased to improve the quality of service; that staff members be certified; and that library boards be more active. At about the same time, the Library Commission concluded that county or regional libraries offered the best means of providing adequate service in a state that was largely rural. By 1934 twenty-one counties had appropriated funds for county library service; ten of these appropriated at least $1,000. Legislation enacted in 1933 permited small and sparsely populated counties to join together to provide library service or to contract with an established library. Beginning in the 1920s the Library Commission had encouraged the formation of larger units of service in lieu of independent town and city libraries. This was, actually, a major shift in the approach used by the commission to bring library service to all the people of North Carolina.[9]

As the emphasis shifted to county libraries, modern technology made it easier to take library service to rural areas. In 1923 the Durham Kiwanis Club gave the Durham Public Library a truck to be used to transport books to the rural areas of the county. The "book wagon" had first appeared in western Maryland about 1901; and with the coming of the automobile it had become a "book truck" or, as it was eventually known, a bookmobile. The Durham book truck, labeled "Miss Kiwanis," was described as "a long, slim, blue bodied Ford, four doors on each side, giving access to sturdy, highly polished shelves, guarded back and front to hold the books firmly. Along its upper frame in large gold letters was Durham Public Library, and in other panels were the Kiwanis emblem, 'County Service' and 'Free Books.' " Miss Kiwanis made its first trip 17 October 1923. In July, 1925, the Library Commission

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DURHAM PUBLIC LIBRARY
FREE COUNTY BOOK SERVICE
FREE BOOK

"Miss Kiwanis," the first book truck in North Carolina, was presented to the Durham Public Library by the Durham Kiwanis Club in 1923.

borrowed the Durham book truck for an experimental trip through Randolph, Moore, Montgomery, and Chatham counties. During this trip 496 books were loaned. The truck traveled 533 miles in eight days and made more than 100 stops.[10]

The Greensboro Public Library purchased a book truck in 1926 to serve the rural population of Guilford County. This acquisition was made possible when the county devoted the full amount of its revenue from a dog tax levied for that purpose. At its district meetings in the fall of 1926, the North Carolina Library Association decided to purchase a book truck for the use of the Library Commission and raised funds for that purpose. The commission was unable, however, to obtain budgetary support for the operation and maintenance of the vehicle; and in 1936 the funds collected were turned over to the commission, which planned to buy a truck and lend it to counties for demonstration purposes. In April, 1936, $1,185.45 was given to the commission, which used the funds to purchase a half-ton Ford delivery truck and equip it with a special body. The commission then loaned the book truck to counties for a one-month period, with each county bearing all operating expenses. The commission book truck remained in operation until 1947, stimulating many counties to purchase their own vehicles.[11]

In 1956, when the Library Commission merged with the State Library, 101 bookmobiles were operating in 94 counties. By the mid-1950s North Carolina had more bookmobiles than any other state. Most of the small panel trucks had been replaced by the larger, walk-in types.[12]

Although real growth of school libraries dates from 1930, as early as 1901 the state began to contribute to libraries in the public schools. In the latter year the General Assembly appropriated $5,000 to the State Board of Education for the establishment of libraries in free public schools. When the patrons and friends of any school raised $10.00, the county and state boards of education would each contribute an additional $10.00 for a library. Not more than six schools in any county were entitled to such a library, and a school district in an incorporated town was not eligible to receive any money. Two years later, in 1903, the legislation was amended to provide that when patrons and friends of an established library raised an additional $5.00, the county and state boards of education would each contribute $5.00 for the enlargement of the library. The General Assembly also decided that not more than six new libraries could be established in any county and not more than six existing libraries could be enlarged. School districts in incorporated towns with populations exceeding 1,000 were not entitled to the benefits of the act.[13]

By 30 June 1906, 1,400 school libraries in North Carolina had been established according to the provisions of these acts; these libraries held a total of 125,000 volumes. The 1905 General Assembly had further liberalized the provisions for school libraries when it enacted legislation permitting six new school libraries—in addition to those already in existence—to be established in any county during any biennium and specifying that not more than six libraries could be enlarged during the biennium. The legislation also provided, however, that after 30 November 1906 and after 30 November every second year thereafter, any school could qualify to use any remaining funds either for a new library or expansion of an existing library, regardless of how many were already in that county.[14]

In the early 1920s the state director of high schools required Grade A schools to have at least 500 volumes and Grade B schools at least 300 volumes in their school libraries. Although interest in the establishment of high school libraries continued to increase, only two high schools (in Winston-Salem and Kinston) had full-time librarians. By 1923 aid had been given to establish 4,995 new libraries and 2,344 additions had been funded. In that year the basis of distribution of state funds changed, but the number of school libraries continued to grow. By 1928 seventeen high school libraries had full-time librarians, and by 1931 the maintenance of school libraries was recognized as a necessary expenditure and funds were provided for that purpose.[15]

A major change took place in the extension of school libraries when, on 1 July 1930, the Department of Public Instruction through funds provided by the General Education Board established a Division of School Libraries. Mary Teresa Peacock (Douglas) became head of the division and supervisor of school libraries. Thereafter, the Library Commission did not have direct responsibility for libraries in the public schools, although subsequent surveys addressed their problems. Five years later the North Carolina Library Association recommended that school libraries be strengthened. It called for the revision and improvement of library requirements, integration of the library with classroom work, inclusion of how to use the library in teacher training, special training for school librarians, revision and upgrading of certification requirements for school librarians, continuation of the Division of School Libraries in the Department of Public Instruction, and larger appropriations for school libraries.[16]

Although remarkable progress had been made toward bringing library service to the people of North Carolina, Lillian B. Griggs, secretary of the Library Commission, reported in 1928 that fourteen towns with a population of more than 2,500 did not have a public library and that forty-six counties did not have a library within their borders. In 1925 a master's thesis by Orlando Stone in the Department of Sociology at the University of North Carolina found that one third of the families in North Carolina took a newspaper and that the state was twenty-third in newspaper and magazine readership. The following year, a study by the American Library Association revealed that 68 percent of the citizens of the state did not have access to a public library and that the income of existing libraries averaged 4 cents per capita. At the conclusion of the November, 1927, annual meeting of the North Carolina Library Association, Frank Porter Graham, then professor of history at the University of North Carolina, suggested that the state needed a new awakening of social accounting. He contrasted material resources with library development and challenged the association to "organize, press the fight, and put libraries in the forty-seven counties that have no libraries." Responding to this challenge, the association adopted a resolution creating the Citizens' Library Movement to extend library service in the state.[17]

The purpose of the Citizens' Library Movement was to help establish a library in every county in the state and, if possible, in every community. North Carolina was divided into districts, and the campaign opened with a rally in each. The movement was aided significantly when Frank P. Graham inspired alumni of the university with his enthusiasm. As the movement started, North Carolina ranked at the bottom of the forty-eight states in the number of local public library facilities. Forty-six counties did not have a single public library, and only fourteen counties offered countywide library service. As set forth in the *Handbook of the Citizens' Library Movement*, "The citizens in this movement have an axe to grind for the children, for the people both in the towns and on the farms, and for the future of North Carolina. They mean to hew the line and cut through ignorance, indifference, inertia, and inequality until every person has an equal public access to books in every county in North Carolina." The committee appointed by the North Carolina Library Association soon expanded to include citizens from every part of the state. Frank P. Hobgood, Sr., a prominent Greensboro attorney, was chairman of the movement. More than 200 citizens were enlisted in the early stages of the campaign, and statewide committees and a speakers' bureau were organized.[18]

In an address to the North Carolina Library Association on 21 October 1929 Governor O. Max Gardner pointed out that North Carolina was confronted by an immediate and concrete need of adequate library service if the system of primary and secondary education were to function at its greatest efficiency. He noted that the educational process had changed and that it demanded library facilities as one of the tools of everyday life. He continued: "I regard the Citizens' Library Movement, first inspired, I believe by Mr. Frank Graham . . . to provide a good county-wide library service for every county, as one of the most profoundly important and far-reaching developments in public education in this state since the introduction of the compulsory school law."[19]

Although the efforts of the Citizens' Library Movement were adversely affected by the Great Depression, its work continued. It was able, in 1933, to obtain approval of an amendment to the library law that permitted counties to combine for library service. On 4 May 1934 William T. Polk, a Warrenton attorney, was elected chairman of the organization. At its meeting in June, 1936, the movement went on record as approving a plan for the establishment of regional libraries, and it endorsed the proposed state aid to be requested from the 1937 General Assembly. Although the appropriation for state aid was not successful, Governor Clyde R. Hoey endorsed the idea when he spoke to the organization at Charlotte on 26 March 1938. "I believe," he said, "that the extension of adequate library facilities into the rural communities will do much toward advancing the interests of North Carolina."[20]

When the Citizens' Library Movement began its campaign in 1927 "to cut through ignorance, indifference, inertia, and inequality until every person has an equal public access to books in . . . North Carolina," only 35 percent of the population lived in areas served by public libraries. By 1942 library service was available to 85 percent of North Carolinians. In October, 1942, the annual meeting of the North Carolina Library Association opened with a dinner sponsored by the Citizens' Library Movement, one of the last, if not the last, of its acts. In 1942 Chairman Polk moved from Warrenton to Greensboro. As late as 1954 he described the movement as "existing but not functioning, static but not moving." Polk recommended that it be reactivated, but nothing was done. William T. Polk died 16 October 1955, and the Citizens' Library Movement died with him.[21]

As the number of libraries in North Carolina increased, the Citizens' Library Movement became active, and the emphasis in library extension shifted from municipal and traveling libraries to county library service, the Julius Rosenwald Fund initiated a program to promote county libraries in the South. In May, 1929, the fund allocated money to eleven counties in various southern states to serve as demonstration projects for county library service. Mecklenburg and Davidson counties in North Carolina were among those selected—Davidson because its library was organized as a county facility, and Mecklenburg because it was a municipal library that furnished service to the county under contract. The Rosenwald Fund made grants of $20,000 to Davidson County and $80,000 to Mecklenburg County over a five-year period on condition that the counties provide minimum matching funds and adequate housing for the libraries, that the libraries be under the direction of trained librarians, that equal service be provided to all people (urban and rural, white and black), and that within five years the counties agree to assume full responsibility for the libraries and to maintain them on as high a plane for both races as during the five-year period during which aid was actually being received.[22]

The Davidson County Library opened on 23 October 1928 with support from the cities of Lexington and Thomasville and from the county commissioners. The Rosenwald Fund grant of $20,000 was to be spent over a five-year period, with provision for matching funds from local sources. A minimum annual budget of $5,000 was established, and amounts above the minimum would be matched by the fund. In two years more than $11,500 was spent on books, and in 1929 a book truck was placed in service. In 1932, however, a change in the membership of the county commission resulted in the withdrawal of county funds, and the library budget fell below the agreed minimum of $5,000. The Rosenwald grant was withdrawn and the library suffered accordingly. The county commissioners forced the resignation of the county librarian, and in 1933 the county appropriation was restored. The following year the Rosenwald Fund renewed its contact with the county.[23]

In Mecklenburg County the Charlotte Public Library provided service to the county. The cooperative program with the Rosenwald Fund was terminated in 1932 when library income dropped from $66,000 to $20,000 per year. Both the city of Charlotte and Mecklenburg County drastically reduced operating expenses to avoid defaulting on their bonded indebtedness. The grant from the Rosenwald Fund was withdrawn and was not renewed.[24]

The Rosenwald Fund participated in library extension in North Carolina in another way. Beginning in 1928, it assembled sets of books for black students in rural schools. The collections ranged from fourteen to fifty books, which were made available at half the normal cost. The fund paid one third of the reduced cost, with the local community and the state education agency dividing the balance. This plan was originally intended only for elementary schools, but in 1929 larger libraries for Negro high schools were added. The program, which was eventually extended to white schools paying the full cost, continued until 1948. The Rosenwald Fund also contributed to the libraries of nine Negro colleges and teacher training institutions in North Carolina. It furnished one third of the cost of books up to $2,500, providing the college paid the remaining two thirds, furnished suitable space, and employed a trained librarian.[25]

Despite the depression of the 1930s, the number of libraries and books available to both urban and rural North Carolina continued to increase. There was a growing demand for the educational facilities of libraries, many of which were not able to supply books and materials. There were insufficient funds to buy books; and some libraries were open only a few hours each week, with the person in charge either a volunteer or an underpaid employee. As the depression continued, many libraries received cuts in appropriations. North Carolina was still the forty-sixth state in regard to library services, but it was slowly climbing upward. Subscription libraries in Kinston, Sanford, and Lincolnton became free public libraries when these cities, and the counties in which they were located, appropriated funds. The Fayetteville subscription library closed in January, 1932, but reopened as a free public library in December, 1933. In its report for the 1934-1936 biennium, the Library Commission pointed to the progress that had been made. In 1909, when the commission was established, 9 percent of the population of the state had access to a library; in 1936, 40 percent had such access. In 1909 the largest book collection—55,000 volumes—was at the library of the University of North Carolina, and the largest public library—12,000 volumes—was the Good-Will Free Library at Ledger in Mitchell County. In 1936 the largest library—452,444 volumes—was at Duke University, and the largest public library—94,055 volumes—was at Charlotte. In

1909 there were twelve public libraries, five of which occupied their own buildings; in 1936 there were seventy-five public libraries, twenty-six of which had their own buildings. In 1936 thirty-eight counties appropriated some funds for library service and thus made books available to people in their rural areas.[26]

The economic strains occasioned by the depression of the 1930s adversely affected the support public libraries received from cities and counties, but library service actually increased during this period as the result of federally funded work relief projects. Work relief began with the Governor's Office of Relief, funded in 1932 by loans from the Reconstruction Finance Corporation; but in 1933 federal money was given directly to the state for work projects. During the period the Emergency Relief Administration existed—prior to the creation of the Works Progress Administration (WPA) in 1935—funds were expended under the direct supervision of the state office. During this time library buildings were repaired and grounds were replanted, books were mended, hours of service were extended, inventories were taken, and in some instances librarians and assistants were paid from federal funds. Book-mending projects employed the greatest number of persons, and thousands of books were put back into use. The librarian was paid from Emergency Relief Administration funds at six libraries; and menders, typists, and library assistants were paid from these funds at eighteen libraries. The buildings occupied by three libraries were repaired, and three new buildings were built from local and Public Works Administration funds. In all, the Emergency Relief Administration aided 155 libraries, provided 9 library extension services, served 153,157 people, employed 190 women in library work, and repaired 7,370 library and school books. During the pre-WPA period of direct relief, 95 identifiable library projects existed in 52 counties—for which there was a total expenditure of $71,244.59.[27]

When the WPA was created, library work initially was a continuation of the activities conducted under the Emergency Relief Administration, Civil Works Administration, and Public Works Administration. In May, 1935, the American Library Association submitted a proposal for a national library project; it was not approved but was used later for guidance. During 1936 and 1937, efforts were made to coordinate various library service projects un-

The Vanceboro Public Library, completed in 1935, is one of North Carolina's three PWA-funded library buildings. The structure is still in use but will be closed when a new building is completed in 1983. Photograph (1981) by Richard L. Cannon, Vanceboro.

dertaken independently as local projects and to integrate them into the state plan for library development. For eighteen months WPA library activities were carried on only at the local level, and the Library Commission encouraged municipal and county libraries to apply for help. Many libraries profited from county-wide federal projects. Books were repaired, staff members were paid, and library extension projects were funded. The library program in Granville County, for example, was funded in its entirety as a WPA project. By 1936 more than fifty library projects were in operation. In the 1934-1935 fiscal year, salaries in 10 of the 69 public libraries in the state were paid from federal funds. In the 1935-1936 fiscal year, salaries in 16 of the 74 libraries and in 1936-1937 salaries in 24 of the 80 public libraries in North Carolina were paid by WPA.[28]

In June, 1937, the statewide WPA library project was approved by the federal government, and Julius Amis, a trained librarian, was appointed its head. The project was sponsored jointly by the Library Commission and the Department of Public Instruction, and one of its objectives was to strengthen existing library agencies and to help establish permanent service on a county or regional basis. By 1938 the project employed 1,500 people to mend books, assist in school and public libraries, and take charge of reading rooms. There were 298 book-mending units in North Carolina. In June, 1939, the statewide WPA project purchased 12 bookmobiles for demonstration purposes, and by the middle of 1940 WPA workers were in charge of 63 libraries for whites and 7 for blacks.[29]

At the height of WPA activity, the workers in more than 70 public libraries were paid from federal funds. There were also 13 book-mending units and 10 WPA bookmobiles. A staff of 15 technicians and professionally trained supervisors were included in the project. There were, moreover, positive results from the statewide library project. In 1935 only 38 percent of the citizens of North Carolina were in areas served by public libraries; at the end of the project in 1942, 85 percent lived in areas with library service. Free books were available to 814,882 more people at the end of the project than at the beginning. In 1942 only 9 counties did not have a public library within their borders and 11 others did not have service for all citizens. The remaining 8 counties had library service, but of varying quality. The bookmobile phase of the WPA project probably contributed more to library extension than any other part of the program. Bookmobile demonstrations were uniformerly successful, and by December, 1941, WPA bookmobiles were operating in 35 counties. With additional federal funds needed for military purposes and the increase of employment in war-related industry, the termination of the statewide library project was announced on 31 March 1942. All WPA library clerks were withdrawn from school libraries by 1 June 1942, and personnel in public libraries were limited to those who could not be reassigned to war industries. The WPA bookmobiles were turned over to libraries in defense areas, where they were used for some time before the federal government requested payment for them.[30]

From June, 1937, through 30 June 1941, the statewide library project employed an average of 1,297 library workers in an average of 821 school and public library units in North Carolina. Bookmobiles owned and operated by the WPA were stocked with more than 44,000 books in the 1940-1941 fiscal year; in addition, five bookmobiles were operated by WPA-paid staff members but were owned by a city or county library. By 30 June 1941 WPA was operating 178 public library units. Although public libraries were expanding during the WPA period, the amount of federal money for the purchase of books was small. The number of books available fell far below the need and resulted in the recommendation that the first funds appropriated by the General Assembly in 1941 for state aid were to be used to purchase books.[31]

While library service was expanding throughout North Carolina during the 1930s, the Library Commission itself was threatened several times with abolition. The first threat came in 1933 when a Special Committee of the Senate and House on Reorganization of State Government recommended that the State Library and the commission be combined, making the state librarian director of the commission. State Senators Larry I. Moore of New Bern and Robert M. Hanes of Winston-Salem introduced a bill in the Senate on 23 January 1933 to effect this recommendation; and by motion of Senator John Hinsdale of Raleigh, the bill was made a special order for 30 January. The bill did not come up on the special order calendar on 30 January, and it was not considered further in the 1933 session.[32]

In a brief opposing the proposed consolidation, the commission pointed out that there would not be a saving in expenditures for books in the commission or the State Library. The functions of the State Library and the Library Commission were very different. The State Library, for example, collected and preserved material about North Carolina history and development, acted as a depository for federal and state documents, served as a reference library for the entire state, lent books to other libraries in the state, collected and preserved books and pamphlets of genealogy and family records, and collected and preserved daily and weekly newspapers. On the other hand, the Library Commission promoted interest in and development of libraries, assisted in organizing new libraries and reorganizing existing ones, carried out an organized program of advice and direction for untrained librarians, and served as a public library for the state. The brief concluded with the assertion that North Carolina had a strong commission and that "it can not afford to default at this time when libraries need the help of the Commission and the experience which the Director is able to give."[33]

Although the proposal to consolidate the Library Commission and the State Library did not succeed, the legislative difficulties of the Library Commission were not over. In February, 1933, a sub-

The old State Library Building once housed both the North Carolina State Library and the Library Commission. This photograph was made about 1930. The building is presently used by the North Carolina Court of Appeals.

committee of the Appropriations Committee of the General Assembly was appointed to investigate the consolidation of the State Library, the Historical Commission, and the Library Commission. Later in the session state Representatives Dawson E. Scarborough of Richmond County and N. C. English, Jr., of Randolph County attempted in vain to increase the appropriation for the Library Commission, but Representative Thomas C. Bowie of Ashe County, a member of the House Appropriations Committee and an opponent of the increase, deemed books as nonessentials.[34]

On 6 February 1939 Representative Dallas Mallison of Pamlico County introduced in the House of Representatives a bill to create a commission appointed by the governor to study the advisability and feasibility of combining the State Library, the Library Commission, and the Historical Commission and to examine the status of the library system as a whole. The commission was to report thirty days before the convening of the 1941 General Assembly. The bill was amended in the House Library Committee to reduce the funds available to the commission; it was rereferred to the House Appropriations Committee, which reported it unfavorably, and the bill was killed.[35]

Difficulties for the Library Commission were still not over. In 1943, when budget requests for the State Library and the Library Commission went before the Appropriations Committee, Senator Gertrude D. McKee of Jackson County moved that the two be combined. She subsequently withdrew her motion, but she later joined with Senators William G. Clark of Edgecombe County, Thomas O'Berry of Wayne County, and John H. Price of Rockingham County to introduce a bill to consolidate the Library Commission and the State Library under a Library Commission of North Carolina; the proposed commission was to consist of the state librarian and four members appointed by the governor, each to serve for a term of four years. The bill passed the Senate on 1 March 1943 but was killed in the House of Representatives by an unfavorable report of the Library Committee. In commenting on the bill, Marjorie Beal, secretary and director of the Library Commission, observed that by making the terms of all appointive members coincide, the membership of the commission would become politicized and that this was "what we have wanted to prevent."[36]

The extension of library services resulting from federally funded work relief projects indicated that local government could not bear the financial burden of the kind of service that North Carolina wanted. As the WPA statewide library project approached its termination, attention focused on the feasibility and desirability of state aid. State grants to libraries began in Massachusetts in 1890. Grants varied in amount and were usually contingent on local expenditures and on the local library's meeting certain minimum standards. By 1926 other states were providing direct financial aid to libraries. New Jersey concentrated state aid on county libraries, granting $8,000 for books the first year and about $1,600 per year thereafter. The territory of Hawaii provided the entire annual maintenance for four county libraries after the counties had made available permanent quarters. The American Library Association, although it favored state aid in generous amounts, felt that further study was needed in regard to the desirability of state aid to large-unit urban libraries. When Louis R. Wilson addressed the Southern Conference on Education in Chapel Hill in 1928, he argued that the day had come for state aid for the promotion of library service. This had been supplied in limited form by library commissions, but the amount was inadequate when compared with the magnitude of the task.[37]

At its meeting on 26 September 1929 the Library Commission for the first time suggested that an attempt should be made to induce the General Assembly to appropriate a certain amount for state aid and to set a minimum of $5,000 to start library service. The commission members agreed that if a county was able to raise $5,000, the state should give it $1,000. Six months later, Frank L. Tolman, director of the Library Extension Division, University of the State of New York, noted that the financial difficulty of establishing a library in some counties was nearly insuperable and frequently resulted in what he called "shoestring libraries." The only way he could see to overcome this situation was by having the state support part of the cost of a library.[38]

Embracing the concept of state aid, the North Carolina Library Association, the Citizens' Library Movement, and the Library Commission held six meetings throughout the state in 1936 to discuss library planning and to solicit support for the state-aid bill to be presented to the 1937 General Assembly. To the Citizens' Library Movement the need was obvious: of the total population, 62 percent did not have library service; and 31 counties had neither public nor subscription libraries. Only 14 counties supported libraries to the extent of $1,000 or more annually. Among all public and subscription libraries in North Carolina, there was an average of one fifth of a book for every citizen of the state. The appropriation of $150,000 proposed to the 1937 General Assembly would add to book collections, enable existing libraries to be open longer, provide book-truck service in rural areas, and supply trained librarians. Where there were no libraries, the provision of state aid would establish new ones and would provide service to entire counties through deposit stations and book trucks.[39]

Nevertheless, William T. Polk, chairman of the Citizens' Library Movement, saw some problems in state aid: From what source should the funds come? How should they be apportioned? On what conditions should grants be made? Should grants be limited to specific purposes? Although Polk raised these questions, he also felt that state aid would have positive results. It would equalize opportunities for the use of libraries by the people; but, of greater significance, it would deliver a frontal attack on the problem of emigration. Quoting Howard W. Odum, director of the Institute for Research in Social Science, Polk noted that between 1900 and 1935 the Southeast had lost 3.5 million people by outward migration and that most of the scientists, architects, and other professionals who had been born in the South were then residing in other regions. In 1935, 14.2 percent of native North Carolinians were living in other states. Finally, state aid would result in larger and more efficient units of library service.[40]

Representative Robert H. Rouse of Lenoir County introduced a state-aid bill in the 1937 session of the General Assembly. The bill, as introduced, authorized the Library Commission to accept and administer any funds appropriated or granted to it by the federal government or any other agency for the purpose of providing and equalizing library service in the state. It also appropriated to a Public Library Service Fund $150,000 annually for promoting, aiding, and equalizing public library service; this fund was to be administered by the Library Commission. The original bill authorized the commission to use $5,000 annually for the expenses of administering the fund. The bill was reported favorably by the House Library Committee but was rereferred to the Appropriations Committee, which reported it unfavorably on 3 March 1937. On motion of Representative Rouse, the bill was recommitted to the Appropriations Committee, which reported it favorably as amended on 5 March. The amendment removed the appropriation of money for the bill, and in this form it was passed and ratified.[41]

The 1937 state-aid bill, minus an appropriation, provided that the commission could accept from the federal government or from any private or other agency any funds, separate from the general Library Commission fund, and could administer such funds in "providing and equalizing public library service." The fund was to be used to "increase, improve, stimulate and equalize library service to the people of the whole State." It was to be allocated among the counties, taking into consideration local needs, area and population to be served, and local interest as evidenced by local appropriations. Any gift or grant from the federal government was to become part of the fund.[42]

Although the legislation did not appropriate funds for state aid to public libraries, the Library Commission had no alternative but to accept it. At the time the bill was ratified, the commission was negotiating for the statewide WPA library project; and it did not have legal authorization to accept and administer the federal funds that were involved. This authorization and the state-aid appropriation were in the same bill; and when the money was deleted, the ability to accept the funds involved in the WPA library project had to be accepted.

Following the failure of the General Assembly to include funds in the 1937 state-aid legislation, the Citizens' Library Movement mounted a campaign for an appropriation by the 1939 legislature. In 1938 there were seventy-eight public libraries in the state, but none of them met the minimum standards established by the American Library Association. Only forty-three counties appropriated funds for countywide library service, and of these only twenty-three provided as much as $1,000. The movement pointed out that adequate libraries were essential to give permanent value to the educational system, and this could be achieved only with the assistance of state aid. Governor Clyde Hoey was quoted as supporting state aid when he declared that North Carolina "is a rural State where more than one-half of the people live on farms. If the public library can come to the rural people and serve them with books we can have a great citizenship."[43]

The Library Commission, with support from the Citizens' Library Movement, the North Carolina State Grange, the North Carolina Library Association, and others, tried again in 1939, requesting $300,000 for each year of the 1939-1941 biennium. The Advisory Budget Commission did not recommend the appropriation, and provision for state-aid funds did not appear in the budget. At its meeting on 17 December 1938 the Library Commission directed its attention toward determining the best policy for the allocation of state aid. It addressed such issues as: Would the population figures used be those of the most recent United States census? Would the amount of income or the local appropriation be evidence of local interest? Should definite plans for regions be developed since some counties were too small and too poor to maintain minimum standards? Must all of the counties in a region raise an equal amount per capita? Could a plan be devised on a basis both of population and ability to pay? If equalization and stimulation were both essential to library development, how could they both be achieved with the amount requested? The consensus was that allocation should be based on general principles, emphasizing ability to pay and population or ability to pay and need. State WPA Administrator George W. Coan told a member of the General Assembly that the statewide library project was approved because Washington authorities had been assured that the General Assembly would appropriate a substantial amount to carry on library work.[44]

Although failure of the General Assembly to appropriate state-aid funds in 1939 was disappointing, the Library Commission prepared a request to be made to the 1941 legislature. In 1940 and 1941 the situation was more favorable than it had been earlier. The Library Commission, the North Carolina Library Association, the Citizens' Library Movement, the PTA, women's clubs, and home demonstration clubs joined to work for state aid. Since ninety-one counties had received library service through the statewide WPA library project, there was a great deal of popular support. In May, 1940, the commission urged librarians to inform citizens in their communities of the need for state aid to supplement local funds and also to inform those running for the General Assembly of the need. The Democratic party platform adopted in May, 1940, recognized the responsibility of the state to provide increased library facilities and service. In the fall of 1940 the Legislative Committee of the North Carolina Library Association, the Library Commission board, and the Executive Committee of the Citizens' Library Movement met to plan the campaign for state aid in the 1941 legislature. Democratic gubernatorial nominee J. Melville Broughton of Raleigh attended the meeting and expressed deep interest and concern over the lack of library service, particularly in rural areas. He was anxious that all parts of the state share in state aid and that the aid should be handled as an equalization fund. The planning committee decided that the request would be handled as an entirely new bill.[45]

Accordingly, a state-aid bill was introduced in the 1941 Senate by Senator Edwin C. Gregory of Rowan County, chairman of the Senate Library Committee. The bill, which was approved, set forth the policy that the establishment and maintenance of public libraries was an integral part of the educational program of the state. The General Assembly declared that it was state policy to promote the establishment and development of public libraries, and the sum of $100,000 was appropriated for each year of the biennium to the Public Library Service Fund. The act stipulated that the fund was to be used to "improve, stimulate, increase and equalize library service . . . and shall be allocated among the counties of the State taking into consideration local needs, area and population to be served, local interest and such other factors as may affect the State program of public library service." The commission was allowed to use 5 percent of the annual appropriation for the expenses of administering the fund.[46]

The response to passage of the state-aid bill was immediate, with many counties making their first public library appropriation or increasing earlier appropriations in order to qualify for state aid. With the approval of state aid, public library service in North Carolina entered a new era.[47]

## NOTES

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## IV. THE STATE OF LIBRARIES AND STATE AID

Although those responsible for public libraries had ostensibly achieved their goals with the approval of state aid in 1941, during the 1940s the professional library community was rethinking the role of the public library and was attempting to chart a course for the future. Library thought in North Carolina was largely pragmatic and was concerned with such matters as state and federal aid for county and regional libraries, increased local appropriations, demonstrations of library service, continuation of the *North Carolina Library Bulletin*, expansion of the staff of the Library Commission to include field workers and specialists to work with institutions and hospitals, and enlargement of the book collection available on loan from the commission. As early as the mid-1930s, however, sociologist William F. Ogburn had pointed out that "the library is a part of society as a whole and does not exist in any sense in a vacuum, nor does it pursue its own course isolated from the happenings around it. . . . libraries are, on the other hand, largely molded by the events that are occurring outside their walls, in society as a whole."[1]

At the 1936 meeting of the American Library Association, Louis R. Wilson outlined four major tasks confronting American libraries. The first of these was to provide library service to the 45 million people who did not have it. The second was to improve service to the 40 million people who lived in areas in which the service was inadequate. The third was to make the library a significant adult educational force in the life of the nation. The fourth major task, Wilson thought, was to increase the resources of the nation's great scholarly libraries, thus promoting scholarship and research. It was not until the mid-1940s, however, that the direction of library thought began to shift toward the role of the library as a social force in the state and nation.[2]

The first examination of library service in North Carolina occurred in 1946-1947, when the Tennessee Valley Authority (TVA) offered the Tennessee Valley Library Council the opportunity of surveying library services in its locale. Marjorie Beal, secretary and director of the Library Commission, directed the North Carolina survey. The study revealed that a larger percentage of the population of the state had access to public libraries than that of any other southeastern state. Although library service to Negroes had advanced, only half of the blacks in North Carolina had access to public libraries. Each of several small rural counties was attempting to maintain a county library when more efficient and more economical service could be provided by a larger operating unit. The North Carolina survey concluded that "The picture of library services as revealed by this report points to the need of strengthening resources by supplying printed materials, films, and records on critical problems; by the extension of libraries to reach every man, woman and child; by the training and employing of qualified librarians; and by increased support of all libraries."[3]

The North Carolina survey recommended that increased funds from county, city, and state be provided to improve public library service; that library resources of books, films, and records be enlarged and enriched; that larger service units be established; that outgrown and outmoded library buildings be replaced; and that all counties operate bookmobiles on regularly scheduled routes. Louis R. Wilson, who had returned to North Carolina from the University of Chicago, saw the TVA survey in somewhat broader context than did Marjorie Beal. To him, the survey was important because librarians in the entire Southeast had joined in a cooperative study of library resources. Wilson also felt that the survey was projected against the background of the region's need to raise standards of living agriculturally, commercially, economically, physically, and socially. He also concluded from the findings that university libraries lacked the materials for the proper training leading to the Ph.D. degree in about half of the subjects in which universities in other parts of the country provided training. In Wilson's opinion, the survey showed that financial support was inadequate and that service to blacks was far less adequate than service to whites. Limited state aid had been provided for school and public libraries. County and regional libraries had been extensively developed. Wilson also observed that library-training agencies were trying to meet the need for trained personnel but that no library school offered advanced training.[4]

In 1947 the American Library Association asked the Social Science Research Council to study the public library in the United

States, an inquiry that was to be funded by a grant from the Carnegie Corporation. The association asked the council to appraise in sociological, cultural, and human terms the extent to which librarians were achieving their objectives and to assess the actual and potential contribution of the public library to American society. Unlike the TVA survey, which was a study of libraries by librarians, the Social Science Research Council study, which came to be known as the public library inquiry, was conducted by sociologists, political scientists, and other social scientists.[5]

The inquiry established three principal objectives for public libraries. First, the public library should assemble, preserve, and administer books and related educational materials in organized collections in order to promote an enlightened citizenship and enrich personal lives through guidance and stimulation. Second, the public library should serve as a general center of reliable information for the community. Finally, the library should provide opportunity and encouragement for children, young people, men, and women continuously to educate themselves. To achieve these objectives, the major direction for public library development in the decade of the 1950s was the organization of larger library systems and the concentration of state and federal financial aid to encourage and support such systems. Robert D. Leigh of the University of Chicago, who directed the inquiry, took the position that programs for larger library units would pool facilities within an area large enough to provide an adequate supply of books and other materials, support a specialized professional staff, and achieve the economics of centralized ordering and processing.[6]

The problems facing public libraries did not arise solely from the lack of funds and the absence of large library units. Another study conducted during the inquiry indicated that librarians were not facing the realism of the political structure of which they, inevitably, were a part. Moreover, according to Oliver Garceau, who participated in the study, "As a tax supported institution the public library depends on how much the voters will take from their pockets to pay for its services. In the past this has not been much. . . . the library record is one of an undercapitalized plant manned by an underpaid staff. This is not the result of public hostility; no library . . . has to meet active opposition to what it is doing. No one opposes the library; almost everyone approves it. But with almost

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equal unanimity no one wants to pay much for it. What the librarians are working against is apathy within, as well as without the library." Garceau also found that the orientation of a self-sacrificing and earnest group of public servants to the political world in which they lived was a major problem. By and large, librarians did not consider themselves as employees of government or as members of a public bureaucracy. Public administration was—and is—a political process, and librarians needed to understand and appreciate clearly the political world of the public library.[7]

The experiences of public libraries dealing with political realities were amply demonstrated in the problems they encountered in obtaining adequate funding. These problems surfaced early. In 1907, when the Wilmington library became a free public library, the city was authorized to provide not less than $1,200 or more than $2,000 annually for its maintenance and support. It was not until 1921 that the $2,000 ceiling was removed. When the Concord Public Library was chartered in 1913, the aldermen were authorized to appropriate 2 percent of the total amount of taxes collected for the general fund annually to aid in paying the operating expenses of the library. The Concord library charter was amended in 1921 and the aldermen were authorized to levy a tax of 1 cent per $100 of property evaluation for the expenses of the library.[8]

In 1917 all cities and towns in North Carolina were authorized to make continuing appropriations to a library association or corporation that maintained a library or libraries whose books were available without charge to the residents of the municipality. The General Assembly, however, placed a limitation of one fortieth of 1 percent of the taxable value of the municipality on the amount that could be appropriated for library support. To the Library Commission, this was not enough to support a library. In 1926 the commission decided to ask for a bill that would delete the one fortieth of 1 percent limitation.[9]

When the library law was extensively revised in 1933, the governing body of any incorporated municipality or county was required, upon petition of 10 percent of the registered voters, to submit the question of establishing and supporting a free public library. If approved, a tax of not more than 10 cents or less than 3 cents for each $100 of the assessed valuation of taxable property could be levied. The statute also provided that a library could be established by petition and supported by a special tax in the amount indicated. Two years later, when the North Carolina Library Association outlined its plan for library development, it noted that inequality of resources had meant inequality of library service because the need was often greatest where the incomes were the lowest. The solution it offered was for the state, federal, and local governments to share the responsibility of financing library service.[10]

The problems of financing library service increased materially in 1938 when the North Carolina Supreme Court ruled that construction of a building to be used in part as a public library was not a "necessary expense" and that the issuance of bonds for that purpose required approval by a majority of the qualified voters of the taxing unit, as specified in Article VII, Section 7, of the state constitution. In the same term, the court ruled specifically that "A public library is not a necessary expense." This meant that approval of a tax to support and maintain a library required a majority of all the registered voters of the county or municipality seeking to levy the tax. A majority of the persons voting on such a levy was not enough.[11]

The first library to be affected by this requirement was in Charlotte. When the Charlotte Public Library was created in 1901, the city was authorized to appropriate a sum of not less then $2,000 or more than $2,500 annually for its support and maintenance. This provision was never changed, although the city had consistently appropriated more than the annual limitation. In 1939 the General Assembly approved a new Charlotte city charter, as one result of which a vote on the library tax levy was required. The referendum on the question of levying a tax not to exceed 5 cents per $100 of assessed valuation of property was held on 27 June 1939, and the tax was not approved. As a result, the Charlotte library was closed on 30 June 1939. The tax was not approved until 25 May 1940, and the Charlotte library reopened on 1 July 1940.[12]

In the absence of an approved tax levy for the maintenance of a public library, a county or municipality could fund a library only from nontax revenues. In providing for the sale of alcoholic beverages in Halifax County, for example, the General Assembly stipulated that the county Alcoholic Beverage Control (ABC) Board would pay $3,000 for county participation in the Library Commission program and thereafter would contribute for library service $2.00 from liquor profits for every $1.00 received from the commission. When the city of Lenoir was authorized to install parking meters, it was required to pay 50 percent of the proceeds of the meters for the support of the Caldwell County Library. The use of nontax funds in this manner was necessary because in 1947 only nine counties and nine municipalities had approved the levying of taxes for public library service.[13]

Facing the continuing problem of obtaining adequate funding, public libraries usually considered matters of financing when they reviewed their goals. In a workshop held at Lexington in 1950, for example, most of the goals established by the Public Library Section of the North Carolina Library Association dealt with elements dependent on money, including increased state aid and increased local appropriations. Speaking to a workshop for library trustees in 1952, Elaine von Oesen observed that the quality of library service in North Carolina was embarrassingly low. The principal support for a public library came from taxes paid by the people served by the library, but local support averaged only 27 cents per capita.[14]

In 1953 the statute relating to libraries was completely rewritten to authorize the governing body of any county or municipality to establish and maintain a free public library, using any nontax revenue for the purpose. After establishment, either on its own motion or in response to a petition signed by at least 15 percent of the total votes cast for governor in the previous general election, the governing body could submit to the voters the question of whether a special library tax should be levied. Approval of the tax required the ballots of a majority of the qualified voters of a county or municipality. If approved, the tax was not to exceed 10 cents on each $100 of the assessed value of property. Although the Library Commission accepted a tax vote as the solution to the funding problem, low assessed valuations, small populations, and the varying size of government units made it difficult to obtain adequate financial support. If a maximum of 10 cents per $100 valuation was voted, only forty-eight counties would have a local library income of as much as $30,000. Nontax revenues were important, but in some small counties all such funds would be inadequate even if all of them went to support the library. The Columbus County Library, for example, received all the county's nontax revenue, which totaled less than $3,000. To serve a county population of 45,000 would require a staff of seven and a minimum budget of $30,000. The commission felt that libraries needed more personnel, more books, and more materials. Those needs required additional financial support, and the commission doubted that this could be obtained from the existing units of service. The commission reported that "Most of the deficiencies in public library service in the State are directly or indirectly attributable to lack of funds." To compensate for this lack of funding, public libraries turned to state and later to federal aid.[15]

With the approval of state aid in 1941, financial support for public libraries received from the WPA library program was only partially replaced. The WPA work relief program, however, had created library systems in many counties in the state, and these counties became eligible to participate in state aid. On 8 March 1941 the General Assembly appropriated $100,000 for each year of the 1941-1943 biennium to improve, stimulate, increase, and equalize public library service to the people of the entire state. The Library Commission, which was authorized to use an amount not to exceed 5 percent of the appropriation for administrative expenses, decided to create a reserve of $10,000 for administrative costs and for an equalization fund to be allocated later. Each county that met the requirements established by the commission was allocated $900. Any amount for which a county did not apply was to be added to the equalization fund, which would be allocated 1 March 1942. The commission established five requirements for a county to qualify for state aid. First, local funds in 1941-1942 should equal local appropriations made in 1940-1941. Second, priority should be given to the purchase of books. The funds could be used to buy books or supplies to process books; they could not be used for furniture or equipment. Third, a trained librarian should be employed to see that local funds and state aid were wisely spent and that books were put into use. State aid could not be used for the salary of an untrained library worker. Fourth, a bookmobile or some other means of taking books into rural areas was to be provided. Finally, a county could consider entering into a contract with adjoining counties for library service, as provided in the state library law.[16]

Most of the counties accepted state aid as a stimulating fund and attempted to increase local appropriations to provide service to rural areas. There were, not unexpectedly, difficulties in some counties. In Tyrrell County the location, low assessed valuation, and scattered population created a problem in attempting to comply with commission requirements. A plan was developed, however, for the school librarian to give free time to the county library. Over the objections of Clyde A. Erwin, state superintendent of public instruction and ex officio member of the commission, who did not want the library program to become an adjunct of the school program, the commission agreed to try the plan for one year. Ashe County objected to the requirement that a trained librarian be employed, as did several other small counties in which the need for books was particularly urgent. In an effort to resolve this problem, the commission agreed to waive for one year the required employment of a trained librarian, but only for counties with a population of 15,000 or less. Problems also arose in Alexander and Nash counties, where the commissioners did not vote funds equal to the 1940-1941 level of local appropriations. In order to establish a viable standard, the commission, in September, 1941, set $300 as the minimum amount of local funding from any county wishing to share in state aid. By the end of the first year of state aid, seventy-six counties participated; and in May, 1942, the funds reserved for the other twenty-four counties were reallocated equally for the purchase of books.[17]

In requesting an increase of funds for the 1943-1945 biennium, the commission admitted that "The allocation of State Aid has raised many problems and some dissatisfaction. The Library Commission Board has kept in mind always that State Aid is a stimulating fund to help counties improve their library services, and that the money was voted for the people of the whole state, so it could not be allocated to a few more progressive areas. The larger counties with no county library service have needed additional funds to provide an initial book collection and employ a trained librarian to function on a county wide basis." The state-aid appropriation was increased to $125,000 per year, and eighty counties participated in 1943-1944. Of the twenty counties not participating, ten did not have a public library and eight had only municipal libraries.[18]

In considering the allocation of state-aid funds for the 1943-1945 biennium, the commission weighed two plans. The first was to offer each participating county twice as much as it had received in 1941-1943. The second was to allocate $1,200 to each county and an additional sum of 5 cents per capita to those counties with a population in excess of 24,000, those with a large Negro population, or those with state institutions. In 1943, in distributing the funds remaining after all counties that qualified had received state aid, the commission divided the money equally among participating counties. An additional $50.00 per county was sent to the twenty-two counties that had Negro public libraries that provided service to rural areas. Robeson County, with its large population of both blacks and Lumbee Indians, did not apply for state aid and did not vote a county library appropriation because the amount available from the state was too small to provide library service for three races. The commission, in the first departure from its policy of allocating state aid as a block grant in an equal amount to all counties participating, agreed to offer Robeson County an additional $1,000 for library service to the Indians. In December, 1943, the commission agreed to allocate to counties offering county service to blacks an additional $50.00 each for books and for Negro libraries.[19]

As the amount appropriated for state aid increased year by year, the number of counties participating also increased. Eighty-two counties shared in state aid in 1944-1945, and in the following fiscal year the commission was able to increase the basic block grant to $1,800. The commission also refined the rules and regulations that governed the allocation of state aid. In 1945-1946, for example, a plan for the use of the funds was to be prepared that would be acceptable to the commission. The money allocated could be used for the purchase of books, the salary of a trained librarian, purchase or maintenance of a bookmobile, supplies to process books purchased with state aid, bonding of the library treasurer, or incorporation of the library through the secretary of state. State aid could not be used to pay an untrained worker or for rent or equipment for the library. Rural library service was to be developed because the money was allocated only for countywide or regionwide use. Local appropriations could not be less than they were in the preceding fiscal year. By the end of 1945 eighty-three counties participated in state aid; and in 1946 eighty-seven counties had county libraries and eighty-six shared in state aid. Of the counties not participating in state aid, six did not have a tax-supported public library and six had only municipal libraries. Two counties (Forsyth and Lincoln) had received county appropriations for library service, but such service had not yet started.[20]

By 1948 ninety counties qualified for state aid, which was allocated on the basis of $2,500 to each county. The funds reserved for ten nonparticipating counties were reallocated on an equal basis, although the commission considered allocating for regional library service or for Negro library service. The TVA library survey recommended that state aid be increased to $500,000 for each year of the 1949-1951 biennium, but dissatisfaction with the allocation formula that had surfaced from time to time was evidenced when the appropriation bill was introduced. The 1949-1951 budget bill provided that one half of the appropriation for state aid to public libraries would be divided equally among the participating counties and the other half would be allocated by the Library Commission among the participating counties in accordance with the proportionate population of each county. This provision was stricken from the bill, and the commission continued to allocate on an equal basis.[21]

Until 1950, all state aid was allocated on a block grant basis of equal amounts to all participating counties. The 1950-1951 allocation formula was revised, however, to give special recognition to population, development of service, and resources of a county. Each county received a block grant of $3,600; the funds not allocated were used on the basis of $750 per 75,000 population unit to strengthen cooperative book-loan and reference service plus an allocation of approximately $.0031 per capita. The $750 allocation was made to designated libraries in counties with a population in excess of 75,000 to establish a basic collection of books in specific subject fields for interlibrary loan purposes. By January, 1951, seven libraries began to develop these special collections, and another was added in 1952. In January, 1952, ten counties qualified for a grant of $500 each to allow participation in the public library film project operated in cooperation with the Bureau of Visual Education at the University of North Carolina.[22]

In the allocation of state aid for 1952-1953, a new element was introduced when the commission required preparation of a ten-year plan for library service. Ninety-three counties were participating in state aid, but the quality of service was not satisfactory in all instances. Elaine von Oesen characterized the ten-year plan as "an opportunity to take stock, the time to explore the potentialities of library service and library support in your community." Allocation of state-aid funds was contingent upon the submission of a plan acceptable to the commission.[23]

From state funds available in 1952-1953, the Library Commission made a block allocation to each county and funded a trustee-librarian institute to be conducted by the Institute of Government. Each participating county received $100 from the funds reserved for nonparticipating counties plus a per capita allocation. In August of that year, the commission approved a plan to improve personnel in county and regional libraries by providing a block grant of $3,600 to participating counties. Eight counties did not apply for state aid in 1952-1953, and the application of Transylvania County was not approved because the unbudgeted balance from the previous year exceeded $1,000. In allocating state aid in 1953-1954, the commission made $16,300 available for personnel grants. A county or regional library could receive $1,000 toward the salary of an additional full-time professional employee, but such a grant could not be used to increase the salary of an existing employee.[24]

The 1954-1955 allocation of state aid consisted of a block grant of $3,600 to each participating county, $10,000 for the film project, $3,300 for interlibrary loan collections, and $16,700 for personnel grants. The possibility of incentive grants for the organization of regional libraries was also discussed, but no action was taken. The commission at the same time added to its regulations the provision that "State Aid is a supplementary fund and not to be used to reduce the amount voted by the people to be levied for library purposes, or the amount appropriated by the governing bodies for library purposes." The requirement that library financial records should be audited and a report of the audit submitted to the commission was added in 1953.[25]

By 1956, when the State Library and the Library Commission were merged into the new State Library, the commission was able to report that ninety-four counties had countywide library service. Four counties had only small local libraries, and two did not have a library within their borders.[26]

Two special undertakings were financed from state-aid funds—the interlibrary loan project and the adult film project. The interlibrary loan project began in 1951 when seven libraries received grants to develop book collections in designated subject areas for which local as well as statewide need was identified. By 1958 there were collections at fifteen public libraries, and an Interlibrary Center was established at the University of North Carolina at Chapel Hill to provide access to its collection and to the North Carolina Union Catalog. By 1962 seventeen libraries had developed statewide interlibrary loan collections. In November, 1968, the State Library Board approved an allocation for the interlibrary loan project for 1968-1969 but discontinued the project after 1969 because of insufficient use.[27]

On 8 January 1952 the Library Commission approved the development of a film plan in cooperation with the Bureau of Visual Education, University of North Carolina. The purpose of the film plan was to provide informational films for adults; ten counties and regions participated in the plan. Within four years, thirty libraries were participating in the adult film project, which was funded by state aid. A total of 539 films were available for loan to the participating libraries. Initially, the film grants were made to individual libraries, but on 1 July 1962 the entire grant was made directly to the Bureau of Audio-Visual Education at Chapel Hill. Until 1961 the project was funded entirely from state-aid appropriations, but in 1960-1961 $18,946 was provided from federal funds. In 1962 an additional $10,000 was allocated from federal funds. Of the total available in 1962, $14,000 was earmarked for the purchase of replacement films, and the balance was used for operating expenses.[28]

In the spring of 1969 the contract with the Bureau of Audio-Visual Education was terminated and the film library was transferred from Chapel Hill to Raleigh, where it became a part of the operations of the State Library. The film collection continued to function as it had until October, 1972, when Sam Ragan, secretary of the Department of Art, Culture and History (of which the State Library was a part) opened it to the public schools and institutions of higher education. Ragan extended access to the film collection because he anticipated the availability of federal funds to cope with the expansion. But the phasing out of federal funding and delays in revenue-sharing money with a clear statement of its disposition complicated efforts to comply with regulations concerning use of federal financing for the project.[29]

North Carolina public libraries, like North Carolina public schools, were racially segregated during the early period of their development. When the Charlotte free library was established in 1901, for example, the statute creating it provided that all citizens of the city were to have free access to and use of the books, except that white and colored people were to have separate rooms, books, and apartments. When the Charlotte Carnegie Public Library was authorized two years later, the Charlotte Public Library for Colored People was created simultaneously under a separate board of trustees. The Charlotte Public Library for Colored People, the first library for blacks in the South to have an independent organization, opened in 1906. Libraries for blacks were established in Durham in 1916 and in Laurinburg in 1918. The Library Commission, recognizing that blacks did not have adequate library service, in 1924 sent twenty traveling libraries through the Division of Negro Education in the Department of Public Instruction to the black normal schools. Furthermore, it agreed to include an item of $6,100 in its 1925-1927 budget to be used for library service to Negro schools.[30]

The secretary and director of the commission reported in 1927 that the commission had "not been in a position to give the negroes any service, as it had not had the staff or the books to maintain a separate division which service of this kind would make necessary. . . ." At about the same time, however, the Rosenwald Fund began to provide libraries for standard Negro high schools. With a few scattered exceptions, public library service to blacks had its beginnings largely in the WPA library program. At the beginning of the program, only twelve places in North Carolina, generally the larger cities, had any public library service for blacks. During fiscal year 1945-1946, a special state-aid grant of $300 per county was offered to twelve Negro libraries to stimulate the enlargement of their book collections.[31]

The report of the survey of public library service funded by the TVA noted that 37 percent of the population of North Carolina was Negro. At that time, library service to blacks was available in forty-five counties, which meant that only about half of North Carolina's blacks had access to such service. Per capita income for public libraries in the state as a whole was 50 cents; but for Negro library service it was 10 cents. In 1948 thirty-two counties did not have public library service for blacks. Two years later, service had been extended to fifteen additional counties, increasing the percentage of Negro population with library service to 70. By 1950 seventeen counties did not have library service for Negroes.[32]

Library extension in North Carolina began with the establishment of municipal libraries and with efforts by the Federation of Women's Clubs and the Library Commission to bring library service directly to the citizens of the state through traveling libraries. The initial emphasis on local libraries proved inadequate, and in the 1920s the commission stressed countywide service through county libraries, service offered to county residents by municipal libraries, bookmobiles, and other means by which books and the advantages of libraries could be brought to rural areas. The county-library movement was greatly facilitated by appropriations for state aid because the Library Commission allocated funds on a county basis. The net result of the movement, however, was to increase the number of small and weak libraries that were inadequately staffed and which served small populations with small and frequently inadequate stocks of books. The county-library movement was successful in that eventually a library was established in every county in the state; nevertheless, it did not result in high quality library service for all citizens of North Carolina. Librarians soon turned to regionalism or the joining together of libraries in several counties as a means of providing effective library service.

The legal basis for regional libraries was established in 1933 when the General Assembly amended the library law to permit two or more adjacent counties to join in establishing and maintaining a free public library. Regional library service began to develop in the state in the spring of 1937 when the Tennessee Valley Authority signed a contact with the Murphy Library Board to provide service at the construction site of the Hiwassee Dam in Cherokee County. A trained librarian was employed at the Hiwassee Dam library, library hours were increased at Murphy, and new books were purchased. As the dam neared completion, the library service was curtailed; but the several small libraries continued, and the voters of Cherokee County approved a library tax of 3 cents per $100 of assessed property value to support the program. By 1942 two regional libraries had emerged: B M H (Beaufort, Martin, and Hyde counties) in the eastern part of the state and Nantahala (Cherokee, Clay, and Graham counties) in the west. In 1944 Marjorie Beal, secretary and director of the Library Commission, recommended that 17 percent of the total state-aid allocation be set aside to form regions. This was not done, but the commission planned thirty-nine possible library regions. By 1947-1948 six regional libraries had been established, but no additional regions were created for six years.[33]

The 1933 statute concerning joint libraries was amended in 1945 to permit two or more counties or municipalities to join in establishing and maintaining a free public library. The new law also provided that combined libraries were to have the same privileges and restrictions as single units. With this change, the library community began to emphasize the desirability of regional libraries. Speaking to a trustee-librarian workshop in 1952, Elaine von Oesen indicated that librarians wanted "tomorrow's public libraries in North Carolina to be good ones. Our major objectives to obtain this goal would seem to be larger units of library service and more adequate financial support." In 1956 the staff of the Library Commission proposed to the State Library Board that it make incentive grants for the organization of regional libraries. These would consist of a grant of $10,000 the first year in addition to the basic state-aid grant, followed by $5,000 the second year, $4,000 the third year, and so on. A region funded in this manner was required to have a minimum of 50,000 in population and to encompass at least two counties with a total area of 1,000 to 2,000 square miles.[34]

The principal impetus for the regional-library movement came in 1956 with the publication of minimum standards for public libraries by the American Library Association. The standards were organized into approximately 70 general principles with 191 specific elements. The association acknowledged that many small libraries were operating below minimum standards. It declared that modern transportation, communication, and cooperation, characteristics of modern life, opened the way to a solution of the problem. Libraries working together and sharing their services and materials would be able to meet the needs of their users; they were urged to band together into systems. "*This co-operative approach on the part of libraries*," the ALA believed, "*is the most important single recommendation* . . ." of the 1956 standards.[35]

The systems concept developed in the ALA standards was not immediately incorporated into library planning in North Carolina because the greatest need in the state was still the development of basic library service. North Carolina libraries needed books, staff, and money. The principal result of the work of the American Library Association was to emphasize strengthening and expanding the regional systems already in existence. In 1959, however, the State Library Board approved a proposal that part of any increase in state aid or in federal funds would be used for incentive grants to regional libraries. Any new region would be required to contain three counties, except that a two-county region with a population of at least 100,000 would be approved. Each county in the region would contribute an amount equivalent to a tax of 3 cents on each $100 of assessed valuation, and the budget would be controlled by the regional library board. The grant would not exceed $1.00 per capita for the total population of the region; but as the tax rate per $100 of assessed valuation increased, the amount of the grant per county would increase. Each region would be required to submit a written plan of service for a five-year period. The State Library made it clear that it encouraged public libraries to cooperate in regional systems. To allay the fears of small municipal libraries, the State Library assured them that they would not be weakened or eliminated but would instead be stimulated.[36]

Another thrust for regional systems came in 1966 with the restatement of the 1956 standards for public libraries by the American Library Association. The 1966 *Minimum Standards for Public Library Systems* proposed a method of meeting the needs of people for information, enlightenment, and recreation within the library system. Some cities and populous metropolitan counties had developed library systems that met the needs of their citizens, but the financial resources of rural areas were inadequate to provide the materials and services for meaningful library services. Partly because of the 1956 standards, the association felt that experience had demonstrated the practicability of library systems. The association declared that "These standards . . . are for systems of library service, making resources and services *available* to the local readers. . . . " The 1966 standards of principles of library service were clearly oriented toward cooperative library systems rather than individual libraries. They had no visible effect in North Carolina, however, since no new regions have been established since 1964.[37]

The major innovation of the 1966 *Minimum Standards for Public Library Systems* was an emphasis on the headquarters and its resources as the key to the system. The trend nationally was toward ever-larger units for library service; however, this trend generated a tendency on the part of the systems' headquarters to concentrate on planning and administrative services to libraries and less on providing direct patron service. In North Carolina, good library service was economically impractical for any library system serving fewer than 75,000 patrons. It was felt that any system in the state that served fewer than 75,000 should either seek a new affiliation or be prepared to pay more per capita for high-quality service.[38]

When the State Library Board adopted long-range goals for library service in 1971, its first priority was the promotion of multicounty library systems throughout the state. These systems would serve at least 100,000 people, would follow state government planning lines where practicable, and would move toward meeting the American Library Association's 1966 standards for adequate library service. The second priority was the encouragement of cooperation among public, academic, school, and special libraries of all kinds. A final goal was the strengthening of State Library resources, staff, and facilities. Two years later the Library Development Committee of the North Carolina Library Association indicated its interest in the establishment of additional regional libraries in the state. It should be noted, however, that as of 1 July 1982 there were fifteen regional libraries in North Carolina embracing forty-nine counties; the most recent of these was established in 1964.[39]

In the legislative session of 1949, the statute relating to the Library Commission was amended to provide that school libraries were no longer required to submit a statistical report to the commission. In addition, the law relating to state aid was amended to permit the commission to use up to 7 percent of the amount appropriated for administration, allocation, and supervision. In 1953 the public library law was rewritten, although the provision for joint libraries was continued. The most significant legislative change made in 1953 realigned the makeup of the Library Commission. Under this realignment the commission was to consist of the superintendent of public instruction and the state librarian, ex officio; two members appointed by the governor; and four members appointed by the North Carolina Library Association.[40]

More significant legislative changes were yet to come. In 1945 the Library Extension Board of the American Library Association published what it considered to be the functions of a state library agency. These were: to develop effective statewide library service; to develop high-quality personnel in the libraries; to provide direct service to individuals, groups, and schools; to provide supplementary service for the libraries of the state; to maintain a state reference and lending library for specialized service; to encourage the development of adequate library service in state hospitals and institutions; to collect statistics on the status of libraries; and to coordinate library services in the state. In North Carolina these functions were divided between the State Library and the Library Commission.[41]

The 1953 General Assembly authorized the governor to appoint a commission to study and make recommendations on the reorganization of state government. One of its studies, prepared by the Institute of Government in Chapel Hill, proposed to combine the State Library and the Library Commission. The Commission on Reorganization found four agencies that provided library service. One of these was the State Library, which was responsible for maintaining a general reference library for state agencies, public libraries, and the citizens of the state. The second was the Library Commission, which was responsible for promoting the establishment and development of public libraries. Third was the Supreme Court Library, which was responsible for law-library service to members of the North Carolina Supreme Court and to members of the bar. Fourth was the Department of Public Instruction, which was responsible for school library advisory services to the public schools. The State Library administered a book collection of more than 80,000 volumes designed as a nonfiction and reference collection. The Library Commission was no longer principally concerned with placing small collections of books in each county for the use of citizens not having library service. Because of state aid and the initiative of city and county governments, emphasis of the Library Commission program had shifted so as to make available to each public library the maximum resources that could be mustered.[42]

The Reorganization Commission concluded that more effective library service would be available if a single library agency combined the functions of the State Library and the Library Commission. The book collections would be combined, with the result that public libraries and the citizens of the state would have greater resources at their disposal. Duplication of book purchases would be avoided, and funds for book purchases would be spent more efficiently. There would be a further savings in manpower and materials because there would be one periodicals collection, one reference collection, cataloging by a single staff, and the establishment of a single catalog of all books in the two agencies. The Reorganization Commission decided to make no change in the library functions of the Supreme Court Library and the Department of Public Instruction. The Library Commission defended the proposal to merge the two agencies on the grounds that "it promises an opportunity for better coordinated and improved library service at the state level. It has been approved by members of the North Carolina Library Commission and the Executive Board of the North Carolina Library Association."[43]

In 1955 the General Assembly approved legislation that merged the two agencies. It established a State Library Board of Trustees, to consist of the superintendent of public instruction and the librarian at the University of North Carolina at Chapel Hill, ex officio, and six members appointed by the governor. All powers formerly exercised by the trustees of the State Library and the Library Commission were vested in the newly created State Library Board of Trustees effective 1 July 1955. For one year, until 1 July 1956, the State Library and the Library Commission continued to function as separate agencies under a common governing board while they planned their merger. On 30 June 1956 Carrie L. Broughton, who had served as state librarian since 1918, retired; and Elizabeth House Hughey, who had served as secretary and director of the Library Commission since 1 June 1950, was named state librarian of the new State Library.[44]

In reviewing its accomplishments in its final biennial report, the Library Commission noted that its first report in 1910 had listed 82 libraries in the state, including public, college, associational, and special libraries. Of these, only 11 occupied their own buildings, and 7 of these had been funded by the Carnegie Corporation. The number of libraries had increased from 20 in 1910 to 266 in 1956. These and 101 bookmobiles made books and other library materials available to 96 percent of the people of the state. The number of books in public libraries had increased from 71,000 in 1910 to 2,987,000 in 1956. The contribution of the Library Commission to the development of public libraries in North Carolina was a notable one.[45]

## NOTES

[1] North Carolina State Library, "Brief History of State Aid to North Carolina Public Libraries: Working Paper" (Raleigh: North Carolina State Library, 1981 [offset]), p. 9, hereinafter cited as "Brief History of State Aid"; NCLA, *Plan for Library Development*, p. 5; William F. Ogburn, "Recent Social Trends—Their Implications for Libraries," in Louis R. Wilson (ed.), *Library Trends: Papers Presented before the Library Institute at the University of Chicago, August 3-15, 1936* (Chicago: University of Chicago Press, 1937), p. 1.

[2] *Library Commission News Notes*, 9 June 1936. See also Wilson and Wight, *County Library Service in the South*, p. v.

[3] *Library Commission Twentieth Biennial Report*, 1946-1948, pp. 5-7; Beal, *Libraries in North Carolina*, p. i.

[4] Beal, *Libraries in North Carolina*, p. 18; Louis R. Wilson to Marjorie Beal, 4 June 1948, Wilson Papers, Series IV, Folder 78.

[5] Robert D. Leigh, *The Public Library in the United States* (New York: Columbia University Press, 1950), pp. 3-4, hereinafter cited as Leigh, *The Public Library*.

[6] Leigh, *The Public Library*, pp. 16-17, 226-228.

[7] Oliver Garceau, *A Report of the Public Library Inquiry: The Public Library in the Political Process* (New York: Columbia University Press, 1949), pp. 111, 238-239.

[8] *N.C. Private Laws, 1907*, c. 138; *N.C. Private Laws, 1921*, c. 5; *N.C. Private Laws, 1913*, c. 492; *N.C. Private Laws, 1921*, c. 52.

[9] *N.C. Public Laws, 1917*, c. 215; *Library Commission Fifth Biennial Report*, 1917-1918, p. 22; Library Commission Minutes, 8 September 1926.

[10] *N.C. Public Laws, 1933*, c. 365; NCLA, *Plan for Library Development*, p. 5.

[11] *Twining* v. *Wilmington*, 214 N.C. 655; *Westbrook* v. *Southern Pines*, 215 N.C. 20. Art VII, Sec. 7, of the 1868 constitution provided: "No county, city, town or other municipal

corporation, shall contract any debt, pledge its faith, or loan its credit, nor shall any tax be levied or collected by any officers of the same, except for the necessary expenses thereof, unless by a vote of a majority of the qualified voters therein." This provision remained in effect until 1 July 1973, when a revised Article V, Sec. 2 (4), of the 1971 constitution became effective. See John L. Sanders, "A Brief History of the Constitutions of North Carolina," in John L. Cheney, Jr. (ed.), *North Carolina Government, 1585-1979: A Narrative and Statistical History* (Raleigh: North Carolina Department of the Secretary of State, revised edition, 1981), p. 805.

[12] *Library Commission News Notes*, 23 June 1939; July, 1940.

[13] *Session Laws of North Carolina, 1943*, c. 433, hereinafter cited as *N.C. Session Laws*, with appropriate date; *N.C. Session Laws, 1951*, c. 445; Beal, *Libraries in North Carolina*, p. 9.

[14] North Carolina Library Association, Public Libraries Section, *Public Library Workshop: To the Next Crossroad* (Greensboro: North Carolina Library Association, 1950), pp. 20-21; "Public Libraries in North Carolina," *Proceedings of the First Trustee-Librarian Institute, March 22, 1952* (Chapel Hill: Institute of Government, 1952), pp. 2-3, hereinafter cited as "Public Libraries in North Carolina."

[15] *N.C. Session Laws, 1953*, c. 721; Library Commission Minutes, 11 May 1954; *State Library First Biennial Report*, 1956-1958, p. 24.

[16] *Library Commission Seventeenth Biennial Report*, 1940-1942, pp. 5-6; Library Commission Minutes, 31 March 1941.

[17] Library Commission Minutes, 19 May 1941, 20 June 1941, 19 September 1941, 27 March 1942.

[18] Statement on State Aid, n.d., in 1943 Legislative File, State Library Legislative File, 1943-1959, State Archives; *Library Commission Eighteenth Biennial Report*, 1942-1944, pp. 5-7.

[19] Library Commission Minutes, 3 August 1942, 13 April 1943, 7 September 1943, 3 December 1943.

[20] Library Commission Minutes, 27 April 1945, 13 December 1945; *Library Commission Nineteenth Biennial Report*, 1944-1946, p. 1.

[21] Library Commission Minutes, 16 January 1948, 6 January 1950; Beal, *Libraries in North Carolina*, p. 6; Marjorie Beal to Louis R. Wilson, 14 January 1949, Wilson Papers, Series V, Folder 78.

[22] Library Commission Minutes, 14 August 1950, 13 December 1950; *Library Commission Twenty-Second Biennial Report*, 1950-1952, pp. 8-9.

[23] N.C. Library Commission Board to Trustee Chairmen and Librarians, 14 May 1951 (labeled "tentative draft"), State Library, State Aid Rules and Regulations; "Public Libraries in North Carolina," pp. 3-4; *Library Commission News Letter*, May, 1951. A copy of the final version of the letter requiring the ten-year plan could not be located in the files of the State Library; a letter from Elizabeth House to County and Regional Librarians, 1 May 1952 (in State Library, State Aid File, 1952-1969), referred to a letter from the chairman of the Library Commission dated 25 September 1951 outlining new requirements for state aid for 1952-1953.

[24] Library Commission Minutes, 8 January 1952, 5 August 1952, 18 November 1952, 14 April 1953.

[25] Library Commission Minutes, 9 February 1954; Babylon, "History of the North Carolina Library Commission," pp. 117-118.

[26] *Library Commission Twenty-Fourth Biennial Report*, 1954-1956, p. 8.

[27] *Library Commission Twenty-Fourth Biennial Report*, 1954-1956, pp. 6-7; *State Library First Biennial Report*, 1956-1958, p. 14; *State Library Third Biennial Report*, 1960-1962, p. 17; State Library Board Minutes, 20 November 1968.

[28] *Library Commission Twenty-Second Biennial Report*, 1950-1952, pp. 9-10; *Library Commission Twenty-Fourth Biennial Report*, 1954-1956, p. 7; *State Library Second Biennial Report*, 1958-1960, p. 16; State Library Board Minutes, 17 May 1962, 16 August 1962. Although the project was consistently referred to as the "adult film project," the nature of the films in the collection did not reflect the nature of "adult films" in the 1970s and 1980s.

[29] *State Library Seventh Biennial Report*, 1968-1970, p. 21; Mary B. Welker to Grace J. Rohrer, 2 April 1973, Secretary of the Department of Cultural Resources, State Library File, State Archives, hereinafter referred to as Secretary's State Library File; Grace J. Rohrer to Mary B. Welker, 30 April 1973, Secretary's State Library File.

[30] *N.C. Private Laws, 1901*, c. 432; *N.C. Private Laws, 1903*, c. 16; Babylon, "History of the North Carolina Library Commission," pp. 133-134; *Library Commission Ninth Biennial Report*, 1924-1926, p. 13; Library Commission Minutes, 30 September 1924.

[31] Library Commission Secretary's Report, 1926-1927, State Archives; *Library Commission Tenth Biennial Report*, 1926-1928, pp. 11-12; von Oesen, "Public Library Service in North Carolina," pp. 93-94; *Library Commission Nineteenth Biennial Report*, 1944-1946, p. 5.

[32] Beal, *Libraries in North Carolina*, p. 19; *Library Commission Twentieth Biennial Report*, 1946-1948, p. 12; *Library Commission Twenty-First Biennial Report*, 1948-1950, p. 12.

[33] "Brief History of State Aid," p. 5; *Library Commission Fifteenth Biennial Report*, 1936-1938, p. 7; *Library Commission Sixteenth Biennial Report*, 1938-1940, pp. 8-9; *Library Commission Seventeenth Biennial Report*, p. 6; Babylon, "History of the North Carolina Library Commission," p. 102.

[34] *N.C. Session Laws, 1945*, c. 401; "Public Libraries in North Carolina," pp. 10-11; State Library Board Minutes, 12 April 1956.

[35] Public Libraries Division, American Library Association, *Public Library Service: A Guide to Evaluation, with Minimum Standards* (Chicago: American Library Association, 1956), pp. xvi-xvii, 6-7. The italics appear in the original.

[36] "Brief History of State Aid," p. 10; State Library Board Minutes, 12 February 1959; *State Library Third Biennial Report*, 1960-1962, p. [illegible]2.

[37] Public Library Association, American Library Association, *Minimum Standards for Public Library Systems, 1966* (Chicago: American Library Association, 1967), pp. 6, 10-11, 17-19, hereinafter cited as *Minimum Standards*. See also pp. 28-35 for fuller exposition of principles and standards for library systems.

[38] Nelson Associates, *Public Library Systems*, pp. 21, 24; Public Libraries Section, North Carolina Library Association, *Standards for Public Library Service in North Carolina* (N.p.: North Carolina Library Association, 1970), p. iii.

[39] State Library Board Minutes, 13 May 1971; William H. Roberts to Grace J. Rohrer, 15 October 1973, Secretary's State Library File.

[40] *N.C. Session Laws, 1949*, c. 232; *N.C. Session Laws, 1953*, cc. 721, 1102; Library Commission Minutes, 11 August 1953.

[41] American Library Association Library Extension Board, *The State Library Agency: Its Functions and Organization* (Chicago: American Library Association, fifth edition, 1945), pp. 2-3.

[42] *N.C. Session Laws, 1953*, Resolution 21; Library Commission Minutes, 10 August 1954; *Cultural and Historical Development: Fourth Report of the Commission on Reorganization of State Government* (Raleigh: the Commission, 1954), pp. 4, 15, hereinafter cited as *Cultural and Historical Development*.

[43] *Cultural and Historical Development*, p. 16; *Library Commission News Letter*, February, 1955.

[44] *N.C. Session Laws, 1955*, c. 505; *State Library First Biennial Report*, 1956-1958, p. 10.

[45] *Library Commission Twenty-Fourth Biennial Report*, 1954-1956, pp. 1-2.

# V. FEDERAL AID AND THE ALLOCATION OF STATE AID

It probably was coincidental that the merger of the State Library and the Library Commission, the publication of American Library Association standards for public library service, and the enactment of federal aid for libraries all occurred in 1956. Coincidental or not, all of these factors had a profound effect on public library development in North Carolina.

The first formal action looking toward financial support of public libraries took place on 27 May 1929, when the American Library Association Committee on Library Extension adopted a resolution recommending the use of state and federal funds for the stimulation of county library service. In 1930 various other organizations, including the League of Library Commissions, supported the idea, and on 30 December 1930 the American Library Association endorsed the principle of federal aid for county and rural library service. Such aid, however, was not to be temporary or in the nature of work relief. The committee recommended that the system of federal aid to libraries should be administered by the states under the leadership of a federal library agency; that a substantial portion of the funds should be used for the stimulation and development of rural library services; and that the funds could be used for the administration of state library agencies, aid to public libraries, aid to school, college, and university libraries, and aid to demonstration and experimental libraries.[1]

As early as 1933 federal funds were used to provide library services on a work-relief basis, and use of funds for this purpose continued until 1942. It was evident, however, that discussions of federal aid for libraries by the library community were not concerned with the type of financing obtained under the WPA Library Project. The 1935 plan for library development indicated that funds for library extension would be requested from the federal government and probably should be on a matching basis with state and local funds. Also in 1935 Louis R. Wilson, then president of the American Library Association, appointed a Federal Aid Committee to consider the entire matter of federal aid for public libraries. A bill for federal aid to education and library service was under consideration in 1938. The Harrison-Thomas-Fletcher bill would provide federal aid on the basis of need and ability to pay; it would be equitable among the races and democratic among the states. The distribution within each state would be determined by the state after plans had been approved by the United States Office of Education. The bill was not passed at the 1938 session of Congress, but plans were made to reintroduce it in 1939. The President's Advisory Committee on Education recommended approval of the legislation, which would provide to the states special grants for the extension of library service to rural areas. In 1938, however, the Library Service Division of the Office of Education was established to promote and develop better library service throughout the United States.[2]

In 1939 a bill for federal aid to education that included library grants was reported favorably by the Senate Committee on Education and Labor. Action was not taken by the Senate, and the House of Representatives Committee on Education did not report the bill. Federal aid for libraries, therefore, had to wait. In 1946 bills for public library demonstrations were again introduced in Congress and were reported favorably in both houses. The bills provided $25,000 to each state per year for library development and $50,000 annually on a matching basis. At the request of Marjorie Beal, secretary and director of the Library Commission, Louis R. Wilson wrote to Graham Barden, member of the United States House of Representatives from North Carolina's Third Congressional District and chairman of the House Education Committee, in support of the bills for federal aid to libraries. Once again, however, the bills did not pass.[3]

In 1947 a public library service demonstration bill was introduced in both houses of Congress. It passed the Senate and was favorably reported by a subcommittee of the House Committee on Education and Labor, but no action was taken by the full House. Introduced in the Eighty-first Congress were similar bills that would make available to each state $40,000 for each of five years for demonstrations of good library service and an additional $100,000 (if matched by increased appropriations) for improved county libraries. The bill passed the Senate, but it was defeated in the House of Representatives by three votes. Introduced in the

Senate on 9 May 1951 was a library service bill that differed from former bills by permitting greater freedom of action by the states in determining how the funds should be used. The bill had a limit of five years, and it authorized an appropriation of $7.5 million annually. It established a formula for distribution that incorporated a matching provision and took into consideration rural population. North Carolina's share would have been $303,300 for each of the five years authorized; the funds would have been used according to a plan based on needs for new or improved service in the rural areas of the state. The bill received committee approval in the Senate, but it was still in the House committee when Congress adjourned. Despite the failure, plans were made to reintroduce the bill in the Eighty-third Congress.[4]

After seventeen years and numerous bills introduced in both houses of the Congress, President Dwight D. Eisenhower on 19 June 1956 approved the Library Services Act (LSA). The purpose of the act was to promote the extension of library services to rural areas that did not have service or in which the service was inadequate. The act recognized the responsibility of the states and local authorities for public library service. It authorized the appropriation of $7.5 million for five fiscal years; the funds, when appropriated, were to be paid to those states which had submitted and had had approved by the commissioner of education state plans for library extension to rural areas. The money appropriated was to be allotted to a state in the proportion of its rural population to the total rural population of the United States. The funds were to be administered by the state library administrative agency, and none of the funds were to be used for the purchase or erection of buildings. The money was to be used only in rural areas. Of the total authorized, only $2,050,000 was appropriated the first year, and no state was permitted to qualify for more than $40,000 for the 1956-1957 fiscal year.[5]

Although federal aid supplemented state aid as a stimulating fund, the program was limited to five years. This meant that increased local and state aid would be required to continue the improved rural library service made possible by federal funds. But because the federal program was temporary, the State Library used the money that was made available for experimental programs designed to improve library service in the state. In 1960, however, the Library Services Act was extended for an additional five years.[6]

Four years later, under the impact of President Lyndon B. Johnson's "Great Society" program, federal aid to libraries ballooned from $7.5 million per year to $25 million annually plus $20 million for the construction of public libraries (Title II). Furthermore, all references to rural library services were deleted from the Library Services Act, which was extended for six additional years. Each state was to receive from the balance of the appropriation a block grant of $80,000 plus such proportional sums as the population of the state bore to the population of the United States.[7]

The Library Services and Construction Act (LSCA) was further amended in 1966 to promote interlibrary cooperation and to assist states in providing specialized library services. Appropriation authorizations were increased to $35 million for the fiscal year ending 30 June 1967, $45 million for the fiscal year ending 30 June 1968, $55 million for the fiscal year ending 30 June 1969, $65 million for the fiscal year ending 30 June 1970, and $75 million for the fiscal year ending 30 June 1971. Construction funds were increased to $40 million for 1967, $50 million for 1968, $60 million for 1969, $70 million for 1970, and $80 million for 1971. The 1966

The New Bern-Craven County Public Library, erected in 1968, is one of forty-three libraries built in North Carolina with LSCA Title II and local funds.

amendment added Title III to the act to fund interlibrary cooperation projects, authorizing $40,000 to each qualifying state and total appropriations of up to $15 million in fiscal year 1971. Title III was to provide for the coordination of school, public, academic, and special libraries with special-information centers for improved services to the people they served. Congress also created Title IV of the Library Services and Construction Act, with an appropriation to reach $15 million in 1971, for institutional services to prisons, state hospitals, and residential schools for the handicapped.[8]

But the munificence of the federal government still had not ended. Congress rewrote parts of the Library Services and Construction Act in 1970 to lessen the administrative burden on the states by reducing the number of state plans to be submitted and approved annually. In addition to extending and improving public library services in areas where there were no services and providing for library construction, the act was redirected toward improving services for physically handicapped, institutionalized, and disadvantaged persons by strengthening state library administrative agencies and promoting interlibrary cooperation. Former Title IV authorizations were combined with Title I, and the appropriation authorizations were increased to reach $137.15 million for the fiscal year ending 30 June 1976. Authorizations for library construction under Title II were increased in progressive steps to $97 million for the fiscal year ending 30 June 1976, and Title III authorizations were increased in annual steps to $18.2 million for the same year. The basic block grants to qualifying states were increased to $200,000 for Title I, $100,000 for Title II, and $40,000 for Title III. A basic state plan was required, as was an annual construction program. The emphasis of this revision of the federal legislation was to initiate and improve library services to the culturally and economically disadvantaged. It was no longer possible to use federal money to pay salaries to administer and carry out federal programs. The State Library, therefore, was faced with the necessity of requesting a supplemental budget of $286,000 to cover salaries that previously had been paid from such funds.[9]

The Library Services and Construction Act was subsequently broadened to provide library service for older persons. And in 1973 the act was made applicable to research libraries that were free to the public and that had extensive collections of books and manuscripts not available through public libraries. To be eligible, a research library was required to be engaged in the dissemination of humanistic knowledge and not be an integral part of a college or university.[10]

There were persistent rumors that the Library Services and Construction Act aid would be terminated, action that would have been a devastating blow to library development in North Carolina. In 1977, contrary to reports, the appropriations authorizations were once again increased to $150 million for Title I projects for fiscal year 1980 and the two succeeding fiscal years, to $97 million for Title II projects in fiscal year 1982, and to $20 million for Title III projects in fiscal year 1979 and each of the three succeeding fiscal years. The 1977 amendment further stipulated that administrative costs for programs under the act were to be matched from sources other than federal funds. The amendment also made provision for strengthening major urban resource libraries, meaning any public library located in a city having a population of 100,000 or more.[11]

In spite of the authorizing legislation, on only two occasions did Congress appropriate the full amount either for the Library Services Act or for the Library Services and Construction Act. There has not, for example, been an appropriation for library construction under Title II of the act since 1973. But regardless of whether the full authorized amount was received, the State Library was charged with the responsibility of administering the federal funds that were received.

Federal aid in the amount of $40,000 was available to the State Library by 1 January 1957, allowing it approximately six months to prepare a plan for the use of the funds for a five-year period. Because the initial allocation was not large enough to help the number of rural libraries that needed help, public librarians agreed that it should be used at the state level to supplement and expand services of the State Library. North Carolina had seventy-one rural counties as defined by the Library Services Act. Of these seventy-one counties, six were more than 75 percent rural, sixteen were more than 50 percent rural, and only seven counties had less than 50 percent rural population. Many county libraries had been begun with inadequate funding when state aid started, and the

State Library Board was determined not to perpetuate existing units that were inadequate or establish more of them. The State Library used the initial $40,000 to increase advisory services by adding two field librarians, to develop an informational program for library trustees, to buy more books, to add a reference librarian, to purchase more films for the film project, to develop a union catalog of special subject collections, to fund workshops and institutes, and to provide additional technical and clerical personnel and equipment and operational funds. The budget for the first full year of LSA included $100,000 for allocation to counties on a per capita basis for the rural population (upon presentation of a plan for improved service), $150,000 for incentive grants to regions or districts for cooperative programs, and $53,534 to the State Library for continuation of the initial plan.[12]

To be eligible for federal aid, a county also had to qualify for state aid; futhermore, it was required to submit a plan describing how it would improve service to rural areas. A budget was likewise required, and a minimum of 34 percent of the budget had to come from local funds. An annual audit was necessary, and the plan submitted had to indicate a reasonable expectation that the services to be expanded with federal aid could be maintained after federal funding stopped. Of the first $40,000 received from the federal government, 65 percent was used to expand State Library services and 35 percent was allocated to county and regional libraries—principally for books and materials. In fiscal year 1957-1958, $181,775 was available to North Carolina, of which 80 percent was allocated to finance county and regional plans and 20 percent was retained to continue the statewide services. The funds allocated to county and regional libraries were about equally divided among expenditures for books and materials, equipment, and personnel.[13]

For fiscal year 1959-1960 Congress appropriated the entire $7.5 million authorized for federal aid to libraries. Of this total, $302,331 plus a 1958-1959 carry-over was available to North Carolina. An appropriation of $92,251 was made to the State Library, which included a $15,000 capital outlay for the Processing Center; and $314,897 was appropriated to grant programs, including $24,000 in regional grants, $30,000 to county and regional libraries for their costs of using the Processing Center, and $168,646 in regular grants. The following year $84,000 was allocated to the State Library, $25,000 subsidized the Processing Center, $24,000 was appropriated for regional grants, $50,000 for processing grants, and $1,000 for interlibrary loan collections, leaving $26,355 unallocated. In fiscal year 1962-1963 a major change was made in the federal aid grants. There was no change in the processing grants, but in the regular grants only applications to continue personnel added in 1961-1962 were considered. The major change was made in regional grants, for which the basis of award was changed from the tax base to per capita support—with a minimum grant of 30 cents per capita. The per capita grant was reduced by half for regions serving fewer than 75,000 people in order to encourage the formation of larger regions. Regional grants were awarded for a maximum of three years without the local-support requirement as an "established grant."[14]

The state plan for fiscal year 1963 for the extension of public library service to rural areas was in three main parts. First were expanded and improved State Library services, including continuation of advisory services, institutes and workshops, continuation of improved reference and technical services, scholarship grants, continued development of interlibrary loan collections, grants for the first year to new county and regional libraries, and books and other materials. Second, federal funding would continue to subsidize the Processing Center. Finally, there would be grants-in-aid, including basic block grants, regional incentive grants, personnel grants, and grants for the film project.[15]

A major change in federal aid occurred in 1963 when President John F. Kennedy proposed enactment of the National Education Improvement Act. Title VI of the act amended the Library Services Act to expand coverage to nonrural areas and to provide funds for the construction of public libraries. The law required that the state plan for library service be amended to require that particular attention to given to satisfying the needs of students of all ages for useful and satisfying library services. When President Lyndon B. Johnson signed the Library Services and Construction Act, funding available for the improvement of library service increased from $309,000 to $594,000 per year and $475,000 per year was authorized for construction projects. In the first year under the new legislation, North Carolina received $726,111 in an original allocation and $132,455 in reallocation. In fiscal year 1966 the state again received $726,111 plus $60,268 in reallocation. In 1965-1966 the Appalachian Regional Commission, another Great Society agency, granted $13,248 for one project in the state.[16]

In 1966 Congress once again appropriated the full amount authorized by the amendment to the Library Services and Construction Act. The allocation to North Carolina under Title I for library services increased from $594,357 to approximately $843,000, and construction funds under Title II increased from $726,111 to $975,000. The State Library board proposed to use the additional Title I funds for personnel grants. For the cooperative projects funded under Title III, the board proposed to approve an In-WATS line to the State Library; TWX automatic message instruments at the University of North Carolina, North Carolina State University, Duke University, and the State Library; and the publication of bibliographic tools. By 1969 the public libraries in the state had become so dependent on federal funding that the System Development Corporation in examining Title I expenditures nationwide expressed the opinion that the withdrawal of LSCA financing would be catastrophic to most of the rural libraries in North Carolina.[17]

Construction of the Haywood County Public Library in Waynesville was funded in part by the Appalachian Regional Development Commission. The facility opened in October, 1981.

But by 1970 the funds available under the Library Services and Construction Act were beginning to be curtailed. The initial reduction came in construction funds, and in 1970 only eight new buildings and one addition to an existing building were partially funded; five of the eight new buildings were also assisted by grants from the Appalachian Regional Commission. By the following year the LSCA funds allotted to North Carolina were sufficient to pay the salaries of State Library positions to improve library service, with a balance of $214 for allocation to public libraries. In attempting to establish parameters for programs funded by federal money, state librarian Philip S. Ogilvie was confident that ongoing programs and normal continuation costs of moderate expansions could be taken for granted. He also felt that funds for services to residents of state institutions, for supplementing the expenses of the Processing Center, for extensive expansion of the film program, and for increasing the number of personnel were contingent on the continuation of federal funds in certain areas related to the use of LSCA Title I money.[18]

In the autumn of 1972 the ax fell, and President Richard M. Nixon vetoed the appropriation bill containing funding for the Library Services and Construction Act. Although a continuation resolution was passed, the State Library was short of the funding level of fiscal year 1972 by nearly $200,000. In order to make up the deficit, additional state aid in the amount of $200,000 was required. In all, federal funding for public libraries was cut approximately 67 percent, meaning that merely to continue library operations at the same level would require at least $1 million in state-aid funds. In addition, LSCA funds were scheduled to be terminated in fiscal year 1974, an action that would materially affect "effort grants" and special programs in public libraries, library services to the blind and physically handicapped, and services to residents of state institutions.[19]

The 1973 federal funds were severely cut, and President Nixon even impounded them so that they could not be distributed to the states. In an effort to replace the impounded funds, the General Assembly appropriated $3 million for state aid; of this amount, $2.5 million was not restricted, but the remaining $500,000 was to be used only to make up for any reduction of federal funds from the previous fiscal year. In spite of the intent to eliminate LSCA funding in 1974, Congress appropriated $58,709,000—the 1972 level—for that purpose. In addition, the impoundment of the 1973 LSCA funds was challenged in court. When the impounded funds were released, North Carolina received $1,468,035 for Title I projects, $172,621 for Title III projects, and $339,605 for library construction (Title II) for fiscal year 1973. This was the last year in which library construction funds were appropriated, since available funds were later funneled into revenue sharing. In fiscal year 1974 North Carolina received $1,028,346 for Title I projects and $51,675 for interlibrary cooperation projects. Federal aid continued, but there was increasing emphasis on outreach projects for the culturally and economically disadvantaged.[20]

Although federal aid for libraries continued at about the same rate through the remainder of the 1970s, other funding alternatives were sought. In 1974, for example, Secretary of Cultural Resources Grace J. Rohrer suggested to Governor James E. Holshouser, Jr., that there was a possibility that federal public works money could become available for library construction, thus creating jobs for construction workers. Some local money was available in some areas, but there was not enough to fund the entire cost of a building. The Appalachian Regional Development Commission helped to fund construction of libraries, but it would not contribute more than 15 percent of the total cost of a project.[21]

In North Carolina, local appropriations and state aid since 1941 have been used principally for basic public library services; federal funds have been used for groups for which normal service was inadequate, for demonstrating new programs and techniques, and for funding cooperative programs that benefited libraries of all types. Several of these special projects are of particular significance in the development of library service in the state.

Prior to 1 September 1958 the Library of Congress provided library service to the blind. In 1957, however, it gave up the service, and the North Carolina Commission for the Blind approached the State Library about assuming the responsibility. The library was willing to provide service to the blind if the Commission for the Blind funded the project. The Office of the State Budget authorized the State Library to include funds for service to the blind in its expansion budget for 1959-1961. During the interim period, however, the library administered the program with funds provided by the State Association for the Blind and the Commission for the Blind. The State Library became responsible for the program on 1 September 1958, with an initial state appropriation permitting it to assume complete responsibility on 1 July 1959. Two years later the library was authorized to enter into contracts with other states to provide library service to the blind, with the proviso that adequate compensation be paid for the service; and a contract was signed with the state of South Carolina for this purpose. The arrangement with South Carolina continued until 30 June 1973, when the contract was terminated because of the lack of space to house the materials and equipment for services to the blind and physically handicapped—although braille materials continued to be furnished. State appropriations for the service have been supplemented by grants from Library Services and Construction Act funds.[22]

The State Library Processing Center had its beginnings when representatives of forty public libraries met with the staff of the State Library on 14 April 1959 to consider the problems relating to the proposed centralized cataloging and processing operation. The representatives agreed that such a facility was feasible and that it should be operated as a part of the State Library. The center was initially funded from Library Services Act funds, and the first books were cataloged and distributed on 27 May 1960. In the beginning, thirty-four public libraries representing forty-four counties participated. In the first eighteen months of operations 62,921 volumes were processed at a cost of 87 cents per volume and 13,094 titles were cataloged.[23]

In 1964 the State Library reported that the Processing Center had become self-supporting because of the 75 cents per processed book that it charged for its services. Although this report was technically correct, the receipts of the center came from LSCA grants made to participating libraries for that purpose. The work of the center continued to grow, and in 1974 the chairperson of the Processing Center Advisory Committee found that the center had processed more books in the first five months of fiscal year 1974-1975 than it had during the entire preceding fiscal year. The center had contracts with sixty-five public libraries and ten institutional libraries, and the advisory committee was concerned about whether it could cope with its commitments with a small staff. The following year, state funds were provided in a special appropriation bill for additional salaries and wages necessary to support the Processing Center. Eventually the processing cost was increased to $1.40 per volume to cover the rising costs of personnel and supplies.[24]

One of the more innovative projects funded by LSCA was the Vietnamese Language Project proposed by the Cumberland County Public Library. The project was initially approved on 15 December 1975 and has been funded entirely with federal money. The scope of the project has been expanded to include all foreign languages. The project provides recreational reading in languages other than English, resources for learning English, materials for learning other languages, and bilingual information resources.[25]

Another State Library project that was initially funded entirely by LSCA money was the In-WATS telephone system, which has been the keystone of the interlibrary information network. The system was first presented to the State Library Board on 9 March 1967, and the equipment was installed and the reference service initiated 1 February 1968. It was funded under LSCA Title III and in the beginning provided toll-free telephone access to the Reference Services Division of the State Library to seventy public libraries across the state. The telephone system was tied in to an existing teletype service to Duke University and the University of North Carolina at Chapel Hill. In the 1971-1973 biennium the State Library budget was increased by $136,000 for a library service network to link existing informational service in libraries throughout the state. The In-WATS network was expanded to serve institutions of the community college system and all other two-year colleges, bringing the number of institutions served to 218. Because of the network system, Governor Robert W. Scott on 9 October 1972 designated the State Library as the official information center for the state.[26]

In 1961 the State Library Board decided to award five scholarship grants for graduate study in library science leading to the master's degree. The scholarships were funded entirely from LSA and later from LSCA funds; the program began on 30 May 1961. In return for the grants, the recipients agreed to work for at least two years in a public library serving rural North Carolina. The final scholarship was awarded in 1978.[27]

Although the State Library became involved in the allocation of federal funds—initially under LSA and later under LSCA—it also was responsible for the allocation of state-aid funds. In fact, money received from the state and federal governments tended to merge, and funds were granted in tandem with each other. The basic distinction has been that state-aid funds have been used for basic public library service. Until 1979, state-aid funds were allocated on the basis of a block grant of a fixed amount to each county plus various categorical grants. The funds for block grants to nonparticipating counties were usually reallocated on the basis of a fixed amount (usually $100) plus a per capita grant to each qualifying county. The reallocation for fiscal year 1956-1957, for example, was $100 plus a per capita allocation of $.0055 to each qualifying county. This pattern of distribution continued through fiscal year 1961. During the first twenty years of state aid, the categorical grants never exceeded 12 percent of the funds available for distribution to the counties. The allocation of state aid for 1957-1958 consisted of a basic grant of $4,000 to qualifying counties, $10,000 for the film project, $10,000 for personnel grants, and $5,000 for the interlibrary loan project. Reallocation was on a per capita basis, which for that year amounted to $.00709 per capita.[28]

Also in 1957 the State Library Board discussed changing the state-aid regulations to require a minimum local appropriation of 15 cents per capita or $3,000 to qualify for state funds. The difficulty with such a policy was that a tax rate of 5 cents for each $100 in property valuation would not, in some counties, produce the $3,000 required minimum. During the 1957-1959 biennium the State Library requested an increase of $250,000 in the state-aid appropriation. One half of the increase was to be used for an additional basic allocation to each participating county; the other half would be used for special categorical grants and cooperative projects. For the 1961-1962 fiscal year, a block grant of $5,000 plus an additional book allotment of 10 cents per capita was proposed for each qualifying county. Also proposed was an additional allotment that was available to each qualifying regional library. The book allotment was intended as a supplementary fund to help libraries attain minimum standards. At the same time, the requirement for local funding was changed to ensure that funds would be adequate to finance improved library service; the local appropriation had to equal at least the amount provided the preceding year from tax and nontax sources. The change in the method of allocation was not adopted, however, because for only the second time since 1941 the General Assembly did not materially increase funds for state aid during the 1961-1963 biennium.[29]

Beginning in 1961 the State Library Board considered various alternatives for changing the formula for allocating state aid. Until that time, allocation had been on the basis of an equal amount to each county that met the minimum requirements. The result had been about 97 percent coverage with substandard library service in some counties. The State Library Board felt that the smallest economic population for a public library was 100,000, although a more realistic goal for North Carolina would be a population of 50,000. The staff of the State Library Extension Division felt that the old pattern for allocating state aid should be revised before additional funds were sought, and that two major objectives of state aid should be more adequate basic support from local government and larger library systems in order to ensure the most economical provision of service. The revision of the allocation formula suggested by the staff proposed a personnel grant for each county with a population greater than 15,000, providing the county or region employed two full-time nonprofessionals. The staff also proposed that one grant for books be made to each library system. The amount of the book grant could not exceed half of the total book budget and would have to be matched by local funds. The grant would be graduated by population on a per capita basis. Finally, the Extension Division believed that the general block grant should be continued because it would be politically unwise to stop it. It was felt that this grant should, however, be based on local effort, according to assessed valuation; the amount would increase as the appropriation per $100 of valuation increased.[30]

In the rules and regulations concerning state aid for the 1962-1963 fiscal year, the State Library asked for a summary and evaluation of the accomplishments under the ten-year plan submitted in 1952. Beginning with the 1962-1963 fiscal year, regional libraries began to qualify for state-aid grants on the basis of the number of counties and population served (on a sliding scale based on the per capita of local appropriations). In its budget request for the 1963-1965 biennium, the State Library asked for additional funds to raise the amount available for state aid to approximately $1.7 million per year. The additional money, amounting to more than $1 million annually, was to be used for regional allotments, additional personnel grants, and increases in the film and interlibrary loan projects. In the allocations for 1964-1965, "effort index" grants were introduced for the first time. This grant was calculated by dividing the total personal income of a county into the library operational expenditures from local funds for the preceding year. The resulting figure was then multiplied by a factor to obtain the annual "effort index" allocation. Obviously, as local financial support increased, the "effort index" increased and the public library received more state aid. In the budget request for the 1965-1967 biennium, about half of the funds requested were proposed to be allocated on the basis of the "effort index." By 1965 the earlier per capita grants had been modified to reflect the local financial support for public library services.[31]

By 1969 the State Library Board was again considering revision of the state-aid allocation formula. The proposed revision would consist of a basic grant representing a percentage of local government support in relation to the per capita wealth of the county, an equal grant based on a county's total area in square miles, a professional personnel grant to libraries serving a population of 50,000 or more, and regional grants. Although there was an increase in the funds available for state aid in 1969, a reduction in the amount for federal aid resulted in only a small overall increase. The State Library staff proposed that the processing grant should be eliminated and that the personnel grant should be increased from $6,000 to $7,200. For the first time, it was proposed that personnel grants be available to regional libraries on the basis of service to a population of at least 50,000. The grants for 1969-1970 were made on the basis of a block grant of $4,000 per county, an "effort index" grant, personnel grants of $7,200 for libraries serving a population of 50,000 or more, and regional grants on the basis of population served—with a basic allotment per county that would increase as local support increased.[32]

Although state-aid funds had leveled off at about $2 million annually, the state was unable to take over all decreases in funding resulting from the redirection of federal allocations. In 1973 the Development Committee of the Public Library Section, North

Carolina Library Association, recommended changes in the formula for allocating state aid. It first proposed that personnel grants be increased to $9,000. It also proposed that a square-mile grant be instituted at the rate of $2.00 per square mile for a single county, $4.00 for a two-county region, $6.00 for a three-county region, and $8.00 for a region of four or more counties. Finally, it proposed that regional grants be increased by raising the floor of local support to 75 cents per capita. When the State Library Board met in May, 1973, it postponed a decision on the distribution of state aid at the request of Secretary of Cultural Resources Grace J. Rohrer, who needed time to study the existing formula.[33]

The 1974 General Assembly added only $300,000 to the state-aid appropriation, and Secretary Rohrer cautioned that no public library should experience a substantial cutback in grant funds. She agreed that increases in the personnel grants were desirable, but not at the expense of other grants upon which some of the smaller library systems were dependent. She suggested that if such a possibility existed, postponing major changes in allocations until a larger appropriation was obtained from the General Assembly would be desirable. Because of a delay in receiving the state-aid appropriation and the uncertainty of funding for federal aid, Secretary Rohrer approved prepayment of the effort grants to county and regional libraries. The amount received for the first and second quarters of fiscal year 1974-1975 was 25 percent of the amount received the previous fiscal year. The balance was paid in late February or early March, 1975. Prepayment of the first 25 percent of state aid based on the grants of the previous year was made in order to enable libraries to meet payrolls.[34]

Problems concerning regulations for state aid and the formula for its distribution continued. Regional library directors recommended that the regulations for state aid for 1976-1977 contain a provision authorizing the secretary of cultural resources (who had inherited the powers of the former State Library Board under reorganization legislation enacted in 1973) to waive compliance for good cause or hardship. The secretary felt, however, that conditions for waivers should not be included in the rules on the grounds that they would discourage rather than encourage compliance. By September, 1976, the secretary and the State Library had agreed to evaluate all of its policies, including those relating to state aid. New policies were to be goal oriented, and librarians were to be consulted as goals were established to meet the public library service needs of the state.[35]

It was not until 1977, however, that a concerted effort was made to revise the state-aid allocation formula. Grants for fiscal year 1978-1979 were made under the formula that had been in effect for almost twenty years and consisted of a basic block grant of $4,000 per county and effort grants based on the amount of local support. Personnel grants of $13,000 were made to directors of county libraries serving a population of 75,000 or more and to directors of regional libraries; $11,000 to directors of county libraries serving a population of fewer than 75,000; and $10,000 for staff positions. Regional libraries were eligible for one personnel grant for each county in the region. Regional grants based on the number of counties, the population served, and the per capita local financial support to the regional library were also given, with the result that the regional libraries received an unusually high percentage of available state-aid money.[36]

In 1979 the statute was amended to permit legally established municipal, county, or regional libraries to share in the library equilization fund. Previously, state aid had been limited to county and regional libraries.[37] The time was ripe for a complete overhaul of the formula for allocating state aid.

## NOTES

[1] "Libraries and Federal Aid: Report of the American Library Association Committee on Federal Aid," *Bulletin of the American Library Association*, 30 (May, 1936), pp. 423-429, 455-460.

[2] NCLA, *Plan for Library Development*, p. 9; Louis R. Wilson to Charles H. Compton, 12 July 1935, Wilson Papers, Series V, Folder 108; Library Commission Minutes, 16 May 1938; *Library Commission Fifteenth Biennial Report*, 1936-1938, pp. 8-9.

[3] *Library Commission News Notes*, 23 June 1939; *Library Commission Nineteenth Biennial Report*, 1944-1946, p. 6; Marjorie Beal to Louis R. Wilson, 2 April 1946, Wilson Papers, Series IV, Folder 78.

[4] *Library Commission News Letter*, April, 1947, April, 1948, February, 1949, May, 1951, August, 1952; *Library Commission Twenty-First Biennial Report*, 1948-1950, pp. 15-16; *Library Commission Twenty-Second Biennial Report*, 1950-1952, pp. 20-21.

[5] Public Law 597, 84th Cong., 2nd Sess., 1956 (70 Stat. 293); *Library Commission Twenty-Fourth Biennial Report*, 1954-1956, p. 12.

[6] *State Library First Biennial Report*, 1956-1958, p. 24; *State Library Second Biennial Report*, 1958-1960, p. 23; Public Law 86-679, 86th Cong., 2nd Sess., 1960 (74 Stat. 571).

[7] Public Law 88-269, 88th Cong., 2nd Sess., 1964 (78 Stat. 11).

[8] Public Law 89-511, 89th Cong., 2nd Sess., 1966 (80 Stat. 313).

[9] Public Law 91-600, 91st Cong., 2nd Sess., 1970 (84 Stat. 1660); State Library Board Minutes, 13 May 1971.

[10] Public Law 93-29, 93rd Cong., 1st Sess., 1973 (87 Stat. 57); Public Law 93-133, 93rd Cong., 1st Sess., 1973 (87 Stat. 466).

[11] Philip S. Ogilvie to Members of State Library Board, 14 February 1973, State Library, Departmental File, State Archives; Public Law 99-123, 95th Cong., 1st Sess., 1977 (91 Stat. 1095).

[12] State Library Board Minutes, 9 August, 8 November 1956.

[13] State Library Board Minutes, 14 February, 7 August 1957, 14 November 1957.

[14] State Library Board Minutes, 12 November 1959, 11 August 1960, 8 February 1962.

[15] State Library Board Minutes, 16 August 1962.

[16] State Library Board Minutes, 14 February 1963, 13 February 1964; *State Library Fifth Biennial Report*, 1964-1966, p. 25.

[17] State Library Board Minutes, 10 November 1966, 15 May 1969.

[18] *State Library Seventh Biennial Report*, 1968-1970, p. 22; State Library Board Minutes, 11 February 1971; Philip S. Ogilvie to Elaine von Oesen, 21 July 1972, Secretary's State Library File.

[19] Philip S. Ogilvie to Sam Ragan, 31 October 1972, and Ronald P. Steensland to Grace J. Rohrer, 23 January 1973, Secretary's State Library File; State Library Board Minutes, 8 February 1973.

[20] Charles I. Bryan to Grace J. Rohrer, 17 August 1973, Eileen D. Cooke to Philip J. Ogilvie, 2 July 1973, Charles W. Moore to Grace J. Rohrer, 11 January, 1974, Cecil L. Yarbrough to Grace J. Rohrer, 22 March 1974, Philip S. Ogilvie to George R. Linder, 4 April 1974, Sara W. Hodgkins to Harold W. Hardison, 12 February 1979, all in Secretary's State Library File.

[21] Grace J. Rohrer to Gov. James E. Holshouser, 16 December 1974, Secretary's State Library File; State Library Board Minutes, 13 May 1965. The proposed federal budget for fiscal year 1983 contained no funding for federal library programs, including LSCA, on the grounds that they "have achieved their objectives or which are more appropriately the responsibilities of States, local government, or private institutions." *Tar Heel Libraries*, V [Special Issue] (March, 1982), unpaged.

[22] State Library Board Minutes, 7 August 1957, 13 February 1958, 21 August 1958, 13 August 1959; *N.C. Session Laws, 1961*, c. 1161; Philip S. Ogilvie to Estellene P. Walker, 17 July 1972, Secretary's State Library File.

[23] "Summary of Meeting About Proposed Processing Center," 14 April 1959, State Library, Subject File, 1955-1970. *North Carolina State Library Processing Center: Development and Procedures, January 1, 1960-June 30, 1961* (Raleigh: State Library Processing Center, 1961), pp. 3-4, 5-6, 71-72.

[24] *State Library Fourth Biennial Report*, 1962-1964, p. 35; Eleanor Hawkins to Philip S. Ogilvie, 11 December 1974, Secretary's State Library File; *N.C. Session Laws, 1975*, c. 937; David N. McKay to Sara W. Hodgkins, 10 May 1977, Secretary's State Library File.

[25] Grace J. Rohrer to Philip S. Ogilvie, 15 December 1975, Secretary's State Library File; *Tar Heel Libraries*, V [Special Issue] (March, 1982), unpaged.

[26] State Library Board Minutes, 9 March 1967; *State Library Sixth Biennial Report*, 1966-1968, pp. 13-14; *State Library Eighth Biennial Report*, 1970-1972, pp. 13, 16; Robert W. Scott to All State Department Heads, 9 October 1972, Secretary's State Library File; Philip S. Ogilvie to Grace J. Rohrer, 28 August 1973, State Library Subject File, 1955-1970.

[27] State Library Board Minutes, 8 February 1961; *State Library Third Biennial Report*, 1960-1962, p. 12.

[28] State Library Board Minutes, 8 November 1956; "Brief History of State Aid," pp. 8-9; State Library Board Minutes, 9 May, 14 November, 1957.

[29] State Library Board Minutes, 14 November 1957, 8 May 1958, 11 February 1960; *State Library Second Biennial Report*, 1958-1960, p. 23.

[30] State Library Board Minutes, 8 February 1961.

[31] State Library, Library Science File, "Rules and Regulations"; State Library Board Minutes, 17 May 1962, 16 April, 13 August 1964; "Brief History of State Aid," p. 10.

[32] State Library Board Minutes, 13 February, 17 July 1969.

[33] State Library Board Minutes, 12 August 1971, 8 February 1973; Grace J. Rohrer to Mrs. Gordon Tomlinson, 17 May 1973, Secretary's State Library File.

[34] Grace J. Rohrer to Philip S. Ogilvie, 7 May 1974, and Elaine von Oesen to County and Regional Library Directors, 20 August 1974, Secretary's State Library File.

[35] Grace J. Rohrer to Lloyd J. Osterman, 30 April 1976 and Grace J. Rohrer to Lloyd J. Osterman, 14 September 1976, Secretary's State Library File.

[36] "1978-1979 Rules and Regulations," State Library, Library Science File, State Aid.

[37] N.C. *Session Laws*, 1979, c. 378.

# VI. PROPOSALS FOR THE FUTURE

Although state and federal aid was supposed to relieve the financial situation facing virtually every public library in North Carolina, the problems of funding remained serious during the 1960s. Only nontax revenues could be used for public library support unless a special levy was voted by the people. The North Carolina Supreme Court ruled that public library service was not a "necessary public expense," and by 1964 only fifteen counties and eleven municipalities had voted to tax themselves for this purpose. The basic support for public libraries came from local government, with supplemental help from state and federal aid. In the opinion of the State Library Board, there were two possible solutions to the funding problems of public libraries: either the state could take over the basic cost of a public library system, as it did with the public school system, or it could continue substantially to increase appropriations for supplementing public library service. The board favored leaving the primary support and control of public libraries in the hands of local government, but it also favored increased state aid in order to promote greater local effort and to help achieve adequate service.[1]

By 1965 public-library service in the state had become so inadequate that the *National Inventory of Library Needs* commented adversely about the situation in North Carolina. Ninety-four of the state's 101 libraries (93 percent) did not meet the ALA national standard for number of volumes. An expenditure of approximately $24 million for books would be required to bring them up to standard. Eighty-two of the 101 libraries (81 percent) did not meet the standard for professional staff and salaries. About $2.5 million would be needed to come up to standard. One hundred of the 101 libraries (99 percent) did not meet the standard for expenditures; an additional $17 million would be needed to meet that standard.[2]

On 2 September 1966 President Lyndon B. Johnson created the President's Committee on Libraries and the National Advisory Commission on Libraries. The goal of both was to develop recommendations for action by government or private institutions and organizations to ensure an effective and efficient library system for the nation. In considering the forces that affected the public library, the commission found that most dynamic were the changing population patterns and the increased investment in scientific and technical research and development. The post-World War II "baby boom" reached its peak in 1961, and thereafter the birthrate declined. The massive birthrate and the declining death rate caused an enormous increase in population. The earliest of the postwar generation became twenty-one in 1967; and the number reaching twenty-one would increase until 1982, after which it would decline. Until 1982, therefore, the average age would remain low but thereafter would creep upward. The change in the number and age of the population had significant impact on the needs of library service, as did the massive movement of people seeking employment or retiring. For these reasons, the clientele of public libraries began to undergo a great increase in the mid-1960s. Not only was there an increase in numbers but there was also a radical change in age distribution. Simultaneously, the body of knowledge to be made available through libraries changed with a rapidity that approximated an explosion.[3]

The social change that occurred in the period after World War II imposed enormous demands on all means of disseminating information. Society responded by creating additional machinery of communication. Inexpensive paperbound books were developed and became common. There was a great growth of newsmagazines, which by 1979 had largely replaced newspapers as the dominant printed news media. Television underwent rapid development and by 1979 entered virtually every home in the United States, bringing with it new and faster means of communication. Finally, there was the development of new technology in information storage, retrieval, and dissemination of data. All of these factors profoundly affected the role of the public library.[4]

The National Advisory Commission on Libraries made five recommendations to support its major proposal that it be declared national policy that the American people should be provided with library and informational services adequate to their needs. It recommended: establishment of a National Commission on Libraries and Information Services as a permanent agency of the federal government; recognition and strengthening of the Library of Congress as the national library; establishment of a Federal Institute of Library and Information Science; recognition and full acceptance of the role of the United States Office of Education in meeting needs for library services; and the strengthening of state library agencies in order to overcome their deficiencies.[5]

During the years after federal aid for public libraries became available, several legislative changes were made in North Carolina statutes relating to libraries. In 1963 the General Assembly rewrote the Public Library Act, and four years later it enacted the Interstate Library Compact. Also in 1967 some public librarians who were dissatisfied with the lack of participation of one ex officio member of the state Library Board and the domination of the board by another ex officio member suggested that the ex officio members should be removed entirely; no action was taken, however, until the board was abolished by state government reorganization in 1973.[6]

In 1975 what had previously been a part of the regulations governing state aid was, in effect, written into the statutes when the General Assembly approved legislation stipulating that to be eligible for appointment and service as chief administrative officer of a library system, regardless of title, a person must have a professional librarian certificate issued by the Public Librarian Certification Committee. Of even greater significance, however, was a legislative change in 1977 that made the State Library responsible for planning and coordinating cooperative programs among various types of libraries in the state and for coordinating state development with regional and national cooperative library programs.[7]

While libraries in general were being examined nationally in the 1960s, North Carolina was in the midst of cultural, educational, economic, industrial, and social developments that required enlarged and enriched library resources for continued progress. Affecting library service in the state were the unusually higher percentage of rural population; the distinctive characteristics of the geographical regions; the racial pattern, with about 25 percent of the state's total population black; the high proportion of children; the low per capita income; and the low ranking of the state educationally. To help solve these problems, State Librarian Elizabeth H. Hughey on 15 August 1963 repeated a recommendation she had made orally to Governor Terry Sanford on 19 March:

that he create an Advisory Council on Libraries. This was needed, she felt, to assure continuing dividends from the educational investment of the state. "The pressing need," she said, "is to develop a blueprint for strengthening and coordinating North Carolina's total library resources to serve all its citizens." Eight days later, Governor Sanford responded favorably to her suggestion because he concurred with her evaluation of the need for enlarged library resources in North Carolina.[8]

On 22 October 1963 Governor Sanford announced the appointment of the Commission on Library Resources as the next step in his "Quality Education" program. The commission was directed to make a comprehensive study of all existing library resources and to recommend a program of action to further their development. The governor felt that there was a basic and urgent need for adequate library resources and services. The commission in its work was authorized to relate the findings of its study to the appropriate national standards for various types of library service and the needs of the state as determined by such factors as population distribution, educational level, economic status, and potential growth. In its final report the commission was expected to propose a plan of action to develop the total library resources of the state in harmony with the recognized needs of North Carolinians in their lifelong pursuit of education. This was the only charge that was given to the commission. The study was approved by the North Carolina Library Association, particularly since it would encompass all library services in the state and would recommend a program for their improvement and further development. The members of the commission were announced on 5 February 1964, and it was directed to submit its report by 1 December 1964. John V. Hunter III of Raleigh was named chairman. On 13 February 1963 the State Library Board allocated $15,000 from unencumbered LSA funds for the Governor's Commission on Library Resources.[9]

When the commission met for the first time, the chairman introduced Francis R. St. John, library consultant and formerly librarian of the Brooklyn Public Library, and recommended that he be employed to conduct the survey for a fee of $45,000. David Stick, a member of the commission, objected on the grounds that if Governor Sanford wanted the job done by a consultant he could have hired one himself. Other members of the commission agreed, and it was decided not to employ St. John. Following the decision not to hire a consultant, the commission agreed to hire a librarian to coordinate the work of subcommittees and to direct the study. Robert B. Downs, dean of library administration at the University of Illinois and formerly librarian of the University of North Carolina at Chapel Hill, was the coordinator selected. By the time Downs began work on 1 June 1964, eight task forces were gathering data, and his report was distributed in advance of the commission meeting on 16 November 1964.[10]

Some members of the Governor's Commission had reservations about the Downs report because he made his own evaluation and recommendations, thus putting the members in a position they had originally rejected—that of accepting a report someone else had prepared. Stick felt that the Downs report addressed the issues but did not offer a viable solution. He felt that the need was obvious and that more and more money would be required—money that could come only from government, and that government probably could not respond to the degree needed. Stick proposed a statewide citizens' support group as a source of the funding needed. Since some members felt that the recommendations prepared by Dr. Downs did not reflect the opinions of the commission, David Stick was named chairman of a subcommittee to prepare the commission's recommendations. He prepared a "Foreword" and a "Program for Action." The subcommittee then revised Dr. Downs's recommendations. It was the intent of the commission that the "Foreword" and "Program for Action" would be printed at the beginning of the report—preceding the Downs recommendations. This was not done. The "Foreword" appears on pages 1 and 2 of the printed report, but the "Program for Action" is on pages 230-233, between the last appendix and the index. The Downs report received limited distribution, and few of the people who received it realized that thirty-nine prominent citizens of the state made meaningful and innovative recommendations to solve the ills of the library system of the state. According to Stick, "the 'Downs Report' went on the librarian's shelves as just one more study by professional librarians about the problems of their libraries."[11]

The keynote to the report of the Governor's Commission on Library Resources is the initial statement: "North Carolina libraries just do not have enough room, enough books, or enough librarians." The commission looked at all types of libraries in the state: college and university, community college, school libraries, special libraries, special collections, and public libraries. Downs made seven recommendations concerning public libraries. First, he recommended that the legal status of libraries be clarified by seeking a constitutional amendment including public libraries as a "necessary expense." In regard to financing, librarians on the commission's task forces felt that state aid should be increased, while members of the commission advocated increased local support. Downs also suggested that all public libraries should work toward achieving ALA standards. He recommended the creation of larger units of service by organizing county and municipal libraries into regional systems and suggested a detailed study of the efficacy of bookmobiles. Finally, he advocated arranging the schedule of hours to make the services available to a wide range of users; and he proposed that the centralized acquisition, cataloging, and processing of books that began in 1960 be extended.[12]

The "Plan of Action" embodied the commission's recommendations (which were specifically requested by the governor in creating the commission) and focused on four principal points. In regard to financing, it recommended study and planning for joint local-state-federal financing, with local government to be given the authority to levy taxes for libraries. Because of an insufficient number of librarians, there was need for a recruitment program to interest individuals in becoming career librarians. To this end, the plan urged the cooperation of colleges and universities in providing a larger number of trained librarians. Approximately 50 percent of public library patrons were children, as were all school library users. Accordingly, the plan endorsed increased accessibility of library services by adjusting as necessary the hours that libraries were open. To address the need for a clear understanding of respective areas of responsibility, the plan recommended that the state be responsible for providing advice and assistance and increased appropriations to the counties; that the state provide library service in the public schools; that the State Library have adequate space and personnel; that local government provide the basic physical plant and supplement state appropriations; and that the federal government supplement state and local financing. Finally, the plan urged upon the citizens of the state the responsibility of forming statewide citizens' committees for better libraries to work for better library service.[13]

The Governor's Commission on Library Resources had little effect on public library service other than to interest a number of citizens in libraries. Although the report of the commission stressed the development of regional systems, none were created because of it. The amount of state aid in fiscal year 1965-1966 increased by about $200,000, but the biennial budget had been approved prior to the publication of the report. State Librarian Elizabeth House Hughey, who had been a prime mover in the establishment of the commission, resigned effective 1 March 1965 to assume duties as a library extension specialist in the United States Office of Education; and with one exception little was done to implement the commission report.[14]

One of the commission's suggestions in which David Stick was vitally interested was the creation of citizens' groups to support public libraries. The only other effort that had been made to mobilize the constituency of libraries was the Citizens' Library Movement, which had quietly expired in the 1940s when William T. Polk changed jobs. At the biennial meeting of the Association of Library Trustees on 5 November 1965, John V. Hunter III, chairman of the governor's commission, reviewed its recommendation of the formation of a statewide citizens' support organization, for which a full-time executive director was then being sought. David Stick, who was present at the meeting, appealed to the association to undertake the organization of a statewide committee for better libraries because more than professional librarians would be required to sell the need for necessary funds to the public and ultimately to the General Assembly.[15]

Meeting in Raleigh a month later, the executive board of the Association of Library Trustees agreed that the operation of public libraries should be financed by local, state, and federal governments, with the responsibility for the physical plant remaining with local government. It also agreed that public libraries should be recognized as essential and necessary in the total educational program of the state. It declared that a base operational appropriation for public libraries should be provided by the state, but with local government encouraged to increase local support. Finally, the board agreed that a statewide organization of citizens should be formed to do a selling job similar to that done for public schools; and it decided to invite about twenty-four people to a meeting to be held in February, 1966. The meeting was held as scheduled, and the participants constituted themselves as a steering committee to meet in Raleigh on 8 March.[16]

Under the name North Carolinians for Better Libraries, the organization was incorporated and sixteen directors were named. The directors, meeting on 16 May 1966, elected David Stick president. J. Allen Adams of Raleigh was named vice-president; Mrs. James W. Reid of Raleigh, secretary; and James D. Blount, Jr., treasurer. The corporation was launched on the basic premise of helping local libraries help themselves. A brochure was printed and was widely distributed in 1966. With a loan from the Southern National Bank of Lumberton, the association opened an office in Raleigh and employed H. B. Rogers as executive director. To meet the immediate financial needs of the organization, Governor Dan K. Moore hosted a dinner at the Executive Mansion on 2 February 1967 and asked a number of distinguished and affluent North Carolinians to contribute to North Carolinians for Better Libraries.[17]

North Carolinians for Better Libraries was at the height of its effectiveness during 1967. The Raleigh office was in constant communication with members in the 100 counties of the state. Support groups were formed in several counties and cities. Although progress was made, there was also concern that momentum was being lost. The fund-raising campaign had raised only $12,000, and the organization was still in debt to the Southern National Bank. There was a total absence of activity in some counties and municipalities, and appeals to foundations for financial support had been unsuccessful. The second annual meeting of North Carolinians for Better Libraries was held 6 October 1967, at which time Senator Hector McLean of Lumberton was elected president; Mrs. James M. Harper of Southport, vice-president; Vivian Irving of Raleigh, secretary; and James D. Blount, Jr., treasurer. At a meeting of the board of directors prior to the annual meeting, David Stick was called to the governor's office, where he was named as the governor's appointee to and chairman of the Legislative Commission to Study Library Support, the creation of which by the 1967 General Assembly was endorsed by North Carolinians for Better Libraries.[18]

The fund-raising effort for North Carolinians for Better Libraries did not succeed, and the services of the executive director were, of necessity, terminated. The final annual meeting was held on 3 October 1969. David Stick addressed the meeting and stressed the need for sustained momentum. Because of a partial victory achieved when the General Assembly increased the state-aid appropriation by 58 percent in the 1969-1970 fiscal year and more than doubled it in the 1970-1971 fiscal year, the momentum faded; and eventually North Carolinians for Better Libraries quietly expired.[19]

The recommendations of the Governor's Commission on Library Resources were presented to the State Library Board in January, 1965, and in February the board asked the Institute of Government in Chapel Hill to study public library financing in the state. The institute agreed to make the study and attempted to ascertain if local government could support good library service from nontax and/or tax funds available to it. Although the study was never made, it was agreed that a tax rate of 15 cents per $100 of assessed valuation was needed for effective library service. In connection with a general study of the tax structure, the State Library Board was informed that a proposal would be introduced in the 1967 General Assembly to make intangible and other state revenue taxes available for library and other "non-necessary" public expenses.[20]

After the Governor's Commission on Library Resources made comprehensive recommendations concerning library service in the state, the General Assembly began to implement them. But because of its concern about the financial implications of the report and of library development, the legislature created the Legislative Commission to Study Library Support. The commission was established by a resolution that called for the speaker of the House of Representatives and the president of the Senate to appoint two members each and for the governor to appoint one member and to name the chairman. Representing the Senate were Senators Mary Faye Brumby of Murphy and Hector McLean of

Lumberton. Representatives on the commission were Thomas E. Strickland of Goldsboro and C. W. Phillips of Greensboro. H. B. Rogers, executive director of North Carolinians for Better Libraries, suggested the names of several persons to Governor Dan K. Moore, who named David Stick as both a member and chairman of the commission.[21]

At its organizational meeting, the commission decided to direct and coordinate its work and to put together the final report itself. The members of the commission agreed that the report should deal with practical and easily understood answers to questions concerning the manner in which adequate support for libraries could be provided. During the first part of 1968, five public hearings were held in various parts of the state. In introductory remarks, the chairman pointed out that library services were provided on a piecemeal basis, in direct proportion to the concern expressed by local citizens for such services and the willingness of local officials to fund them. The commission agreed that it should recommend to the General Assembly that state aid be increased gradually over several years until it reached the point at which state and local government would share equally the costs of operating the more than 300 public libraries in North Carolina. The basic formula proposed by the commission was to increase the state appropriation—which in 1968 was at 15 cents per capita—by 20 cents per capita each year until the goal was reached and to begin by increasing the per capita the first year to 35 cents, thus providing an increase of about $1 million in state aid.[22]

In its study the Legislative Commission found that municipalities supported their libraries in 1966-1967 at the rate of 36 cents per capita. Thirteen municipalities supported their public libraries with tax funds as the result of successful tax votes. County expenditures in 1966-1967 were 66 cents per capita; only sixteen counties had successful tax votes, with the remainder providing support from nontax revenues. There was testimony before the commission that cities and counties had reached the end of their ability to provide funds for libraries or any other service from nontax funding. Although there was demand for a constitutional amendment to make libraries a "necessary expense," there was also testimony that many city and county governing bodies had exhausted their ability to obtain additional funds from tax sources.

Hence, additional library support could not be provided, even if taxes for that purpose could be levied.[23]

The commission found that as a result of tradition rather than plan, the basic responsibility for funding the public library system was borne by local government. In 1966-1967, 73 percent of support came from local government, with 10 percent coming from state aid, 8 percent from federal aid, and 9 percent from private donations. There had been, however, a dramatic change in the function of public libraries as they became an integral part of the continuing education process. In 1966-1967 there was an average expenditure of $1.41 per capita for library support, which was less than half the amount required for good library service. The commission concluded that, "because of insufficient funding, the great majority of the 332 public libraries in North Carolina are inadequately housed, staffed and stocked to meet the ever increasing demands for modern library service."[24]

The commission also concluded that North Carolinians, considering the limited funds available, were receiving relatively good library service as the result of the establishment of regional library systems and the outstanding services provided by the State Library. Despite these efforts, the great majority of the citizens of the state were not receiving modern library service, and under the existing system of financing public libraries they would never be able to receive the quality of library services they needed. In the opinion of the commission, local government had become unwilling or unable to provide library financing, and unless there was a dramatic change most local libraries could expect to receive only minimal increases in funding. Since county and regional libraries drew clientele from beyond their borders, a system of statewide support would have to be devised that would enable all citizens to receive equal library services and to pay for them.[25]

The commission, therefore, recommended that the General Assembly reaffirm the principle that all citizens should have modern public library services and facilities and that it was the responsibility of the state to help its citizens attain these goals. It also urged the General Assembly to define the responsibility of each level of government in financing libraries. Specifically, it recommended that the operation of public libraries should remain under the control of county and regional library boards; that the cost of providing facilities should be a local obligation; and that local governments should maintain its existing level of financial support and be encouraged to increase it. The commission also proposed that the state gradually assume equal responsibility for public library support, with funds phased in over a period of several years by increasing state grants at the rate of 20 cents per capita per year.[26]

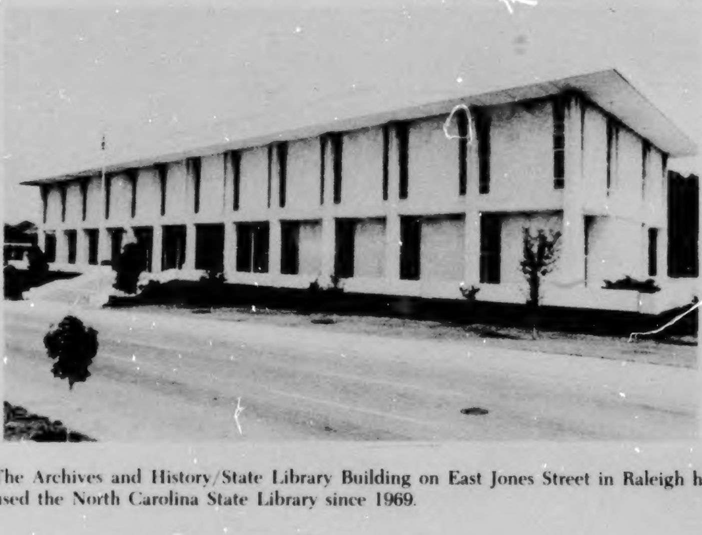
After the commission approved the report, David Stick, as chairman, delivered a copy to each member of the 1969 General Assembly at his own expense. The 1969 legislature approved the recommendations in principle but appropriated only about half of what was proposed. In the 1969-1971 biennium the state appropriation for library support nearly doubled, and it continued to increase—but never to the level proposed by the commission.[27]

At the same time the study of the legislative commission was being made, the State Library contracted with Arthur D. Little, Inc., a consulting firm, to develop a statewide development plan to promote improved library service. The study concluded that none of the public libraries in the state were receiving the amount of local financial support required to provide adequate library service. Even with support at a higher level, libraries could realize their potential only if they worked closely together in larger units—although any regional plan would have to be approved by county commissioners. The consultants recommended that the state should allocate $5 million annually to public library service and that this amount should be distributed on the basis of $1.00 for every $4.00 of local funding, with geographical grants at the rate of $30.00 for every square mile served by a library. They also endorsed the recommendations of the legislative commission, although the recommendations were somewhat different from those in the Little report. Finally, the consultants recommended construction of a State Library building and development of bibliographic tools including expansion of the union catalog, construction of a central storage center, development of an education program for public librarians, and cancellation of the grants supporting the interlibrary loan collections.[28]

The Little report concluded that the existing level of state aid was too low to make any significant improvement in service possible. It took the position that state funding should do more than simply put additional money into the system but should instead supplement local funds and provide an incentive to bring local support up to minimum levels. The report also proposed that three branch offices of the State Library be established to provide a communication network, delivery service, publicity, planning, development of resources, and general consultant services.[29]

When the State Library Board received the Little report, it felt that the library was ahead of the report in some areas. It also felt that the proposal to allocate $5 million annually to public library service in the state in addition to the amount already appropriated was not realistic. Because of the imminent move into the new Archives and History-State Library Building, which was ready for occupation by 1968, the board decided to delay implementation of the Little recommendations. Some of the recommendations, it was felt, should be postponed beyond the move because of technological developments in microforms, machine readable data, and electronic communication. There was, however, an obvious need for a storage center and for library schools to place more emphasis on preparation of public librarians; the board selected these recommendations for immediate action.[30]

Following the series of surveys and studies of public library service in the state that were made in the 1960s, libraries began to



The Archives and History/State Library Building on East Jones Street in Raleigh has housed the North Carolina State Library since 1969.

look to themselves for improved service in the new decade. Standards adopted in 1970 provided that libraries should cooperate or affiliate with other libraries to form a system. At the same time, the 1970 standards recommended that the State Library through experimental programs, demonstrations, and other means should not only encourage the development of large library systems but should also promote and administer cooperative service projects among existing systems. By 1970 more than seventy cooperative library programs were operating in the state. A study by the State Board of Higher Education in 1968 recommended a further study to determine the feasibility of a central research library facility to serve the entire state. It was proposed, however, to link all types of libraries. The need was not to create such a network but to recognize its existence formally and to expand it, because a network of sorts already existed in the cooperative activities then being performed. To further cooperation among libraries, the State Board of Higher Education recommended that a Library Services Network be established and administered by the State Library as a means of providing the widest possible access to all useful information services in the state.[31]

As the cooperative efforts of libraries became more extensive, the state librarian proposed in 1977 that the statute governing the activities of the library be amended to enable the State Library to plan cooperative programs among various types of libraries in the state and to coordinate state development with regional and national cooperative programs. The proposed amendment was approved and was then taken to executives of the North Carolina Library Association for comment and assistance in finding sponsors in the General Assembly. The proposed amendment was subsequently enacted and ratified.[32]

As the economy of North Carolina became increasingly diversified, its informational needs changed. No one institution could meet all needs, and coordination of services was essential if success were to be attained. Libraries had the potential to serve as coordinating and referral agencies as well as to provide informational, educational, and recreational services directly. It was increasingly necessary that libraries cooperate with each other in order to conserve their resources and yet make their services available to the citizens of the state. Although the State Library (and its predecessor in library extension, the Library Commission) worked principally with public libraries, by the 1970s it was responsible for providing leadership and support for statewide development of library and informational services. Under its leadership, an interlibrary network was established with state and federal funds to provide supplementary informational and book-lending services. The concept of cooperative networking was developed in response to the explosion in accumulated knowledge resulting from expanded scientific and technological research conducted during and after World War II and, in part, as the reaction of business and industry, the social sciences and the humanities to an increasingly complex world. Those who either managed this expanded information base or wanted to use it watched it expand piecemeal with no overall concept of how best to handle it. In addition, the creation of data in nonbook format increased more rapidly and at less cost than did book publishing. Because of the impossibility of developing a comprehensive collection, cooperative programs became increasingly essential.[33]

One significant example of cooperative interlibrary networking was the North Carolina Union Catalog. On 16 January 1958 an interlibrary loan center, with which the State Library cooperated, began operations at the University of North Carolina at Chapel Hill. This center made materials at Chapel Hill available to other libraries; if the university could not supply an item, the union catalog was consulted and the request was referred to a library that could. Originally concerned with the libraries at Chapel Hill, Duke University, North Carolina State University, and the State Library, the union catalog gradually expanded to include the holdings at other libraries as well. In 1971 approximately half of the Library Services and Construction Act funds received for interlibrary cooperation were allocated to support the union catalog at Chapel Hill. By the end of 1974 there were rumors that the University of North Carolina was going to abandon the project in favor of the Southeastern Library Network (SOLINET), a computerized regionalized bibliographic service. If the union catalog were phased out, the State Library had every intention of housing and staffing it. By mid-1976 the union catalog, which was supported from LSCA funds, was being neglected and had a large backlog;

and the State Library wanted to move it to Raleigh. The move was accomplished in November, 1976.[34]

In 1968 and 1969 Governor Robert W. Scott initiated studies that eventually led to the reorganization of state government. In a meeting with state Senator John Henley, who headed the reorganization study, the State Library Board expressed concern about the placement of the library in the event of reorganization. Senator Henley was of the opinion that wherever the library was placed, the board would not lose its autonomy and might be strengthened if the library were included as a division of a department of educational affairs. During the early stages of discussions about reorganization, the State Library was clearly linked with the educational agency in plans, but in early 1971 the board learned that the Committee on State Government Reorganization had recommended that the library be included along with the Department of Archives and History and the Museum of Art in a new agency. There was, however, some possibility of reconsideration before final action was taken; and the Public Libraries Section of the North Carolina Library Association recommended that the State Library remain a separate agency of state government. The section suggested that if that were not possible, the library should become a division of a new agency concerned with information, research, and data processing services; as an alternative, it proposed that the library become a division of the Department of Administration. The State Library Board itself was desirous of becoming a part of the state educational agency if the library could not remain independent; it suggested as an alternative a Department of Information Services, with the library as one component.[35]

When the first reorganization bill was passed in 1971, however, the State Library and the board were transferred to the Department of Art, Culture and History, effective 14 July 1971. The Interstate Library Compact, which had been supervised and administered by the state librarian, was made the responsibility of the secretary of the new department. On 1 June 1972 the State Library was designated the Office of State Library, with the librarian as administrator. With the passage of a second reorganization bill in 1973, the State Library Board was abolished and replaced by the State Library Committee, which was to advise

The State Library was made part of the Department of Art, Culture and History in 1971 and of the Department of Cultural Resources in 1973. The Department of Cultural Resources and its predecessor have been led successively by Sam Ragan (top), secretary from 1972 to 1973; Grace J. Rohrer (above right), secretary from 1973 to 1977; and Sara W. Hodgkins (right), secretary since 1977.

the secretary on matters relating to the operation and services of the State Library, to suggest to the secretary programs to aid in the development of libraries statewide, and to advise the secretary on any matters the secretary might refer to it. The committee was to consist of the president of the North Carolina Library Association and six members appointed by the governor for terms of six years each; existing members of the State Library Board were to continue to serve until their terms expired. All the powers previously vested in the State Library or in the State Library Board were transferred to the secretary of the Department of Cultural

Resources, which was the new name of the former Department of Art, Culture and History.[36]

Although establishment of the State Library Committee was effective 1 July 1973, its first members were not appointed until 22 March 1974; and its first meeting was held 30 May 1974. The committee proved to be ineffective because of its lack of powers; the 1981 General Assembly abolished it and replaced it with the State Library Commission. The commission consisted of eleven members, of whom six were appointed by the governor and five occupied specific positions in the North Carolina Library Association: the president and chairman of the Public Libraries Section, the College and University Section, the Junior College Section, and the North Carolina Association of School Libraries Section. It was empowered to advise the secretary on matters relating to the State Library, to suggest to the secretary programs for the development of libraries, to advise the secretary on any matter the secretary referred to it, to evaluate and improve the state plan for public library development, to evaluate and approve the state plan for multitype library cooperation, to evaluate and approve plans for federally funded library programs, to evaluate and approve State Library policies for acquisition of library materials, and to serve as a search committee for the position of state librarian when that position was vacant.[37]

The reorganization acts of 1971 and 1973 transferred the Library Certification Board to the Department of Art, Culture and History and then to the Department of Cultural Resources. The certification board was first created in 1933 when the public library laws were revised; it consisted of the secretary of the Library Commission, the librarian of the University of North Carolina, the president of the North Carolina Library Association, and one member appointed by the executive board of the association. The board was to issue librarian certificates in accordance with reasonable rules and regulations, but persons then serving as librarians were entitled to receive a certificate in accordance with the position held. The first certification of a librarian occurred in 1936. When the State Library and the Library Commission were merged in 1955, the certification board included the state librarian; and the board was empowered to issue certificates to public librarians. The provisions of the legislative revision specifically exempted from the requirement of certification any person who was acting as a librarian on 4 May 1933.[38]

The matter of certification became controversial in 1941 when the rules and regulations for participation in state aid required that county or regional librarians were to be certified and there were not enough trained librarians in the state for all libraries to meet this requirement. In addition, the board certified only public librarians, although from 1933 to 1955 it was ostensibly authorized to certify all librarians. In 1971 the Library Certification Board was transferred to the Department of Art, Culture and History, and two years later it was renamed the Public Librarian Certification Commission and became a part of the new Department of Cultural Resources. The commission consisted of the chairman of the North Carolina Association of Library Trustees; the chairman of the Public Libraries Section of the North Carolina Library Association; one member named by the governor on the nomination of the North Carolina Library Association; the dean of a state or regionally accredited graduate school of librarianship in North Carolina, appointed by the governor; and one member at large appointed by the governor.[39]

In November, 1973, the Public Librarian Certification Commission established a system of graded certificates under which only graduates of a library school accredited by the American Library Association could be granted an "A" certificate and only "A" certificate holders could occupy the position of library director. Of the library schools in the state, only that at the University of North Carolina at Chapel Hill was ALA accredited. The secretary of cultural resources was opposed to this system and "was prepared to do some arm-twisting" if necessary. The policy was subsequently changed, but the question of whether to certify only graduates of ALA-accredited or also those of nonaccredited library schools remained.[40]

During the information explosion of the 1960s the American Library Association initiated a national inventory of library needs. It was not until July, 1970, that the National Commission on Libraries and Information Science was formed. By its creation, Congress affirmed that library and information service adequate to meet the needs of the people of the United States were essential to achieve national goals and to utilize most effectively the nation's educational resources. Congress also committed the federal government to cooperate with state and local governments and with the public to assure optimum provision for such services. The commission proposed a White House Conference on Library and Information Services, and on 31 December 1974 President Gerald R. Ford signed legislation that authorized such a conference. On 4 May 1977 President Jimmy Carter approved legislation that appropriated $3.5 million for the White House conference as well as for state and territorial preconferences.[41]

During the 1976 gubernatorial campaign in North Carolina, the North Carolina Library Association solicited support from candidates to sponsor a governor's conference on libraries and to urge the president to complete plans for the White House conference. In November, 1977, Governor James B. Hunt, Jr., endorsed the creation of a forty-five-member advisory committee to plan the conference. The conference was planned for 19-21 October 1978. Delegates representing all regions of the state were selected, a program was developed (including a comprehensive exhibit of resources), press releases were issued, and seven regional meetings were held in advance of the conference.[42]

The governor's conference made recommendations in several areas. First, it recommended measures to ensure that library and information services were adequate to meet the needs of all communities. It made additional recommendations to provide adequate services to special constituents, including those not being served; to strengthen existing resources and systems; to ensure basic and continuing education for personnel essential to the implementation of the program; to coordinate existing federal programs; to encourage the private sector to become an active partner in the developmemt of library programs; and to plan, develop, and implement a nationwide network of library and information services. In addition, the governor's conference made three special recommendations: for the state to create a statewide information network; for the state to consider a state-supported depository for the storage of infrequently used materials; and for the State Library to establish a committee to evaluate new technologies.[43]

The White House conference met in Washington, D.C., 15-19 November 1979. The delegates approved sixty-four resolutions that called for changes of many kinds, but they clearly set some major goals: to reshape library and information services to serve the people in more useful ways, to maintain local control of these services, and to insist on more economy and accountability from the institutions that provided the services. The resolutions supported the concept of the library as essential to a civilized society, a concern that government was obliged to view with high priority in the decision-making process. The conference also recommended that a National Library and Information Services Act replace LSCA when it expired. Appropriated funds were to be used to develop and operate interlibrary and network systems for the purpose of improving access to library and information resources, to apply new technologies to more efficient use and delivery of resources, and to improve access to advanced research. Grants were proposed for public library services; for statewide leadership in the development of public services; for library and information services to Indians on or near reservations; and for education, research, and development.[44]

During the period that the governor's conference and the White House conference were in the planning stage, the State Library was directing its attention to the formula for allocating state aid and was also attempting to devise a more equitable means of distributing public library support funds furnished by the state. Almost from the beginning there had been dissatisfaction with the allocation of state aid. For the first ten years it had been granted equally to all participating counties in block grants. In 1951 categorical grants were initiated; these were followed in 1962 by the awarding of regional grants. In 1976 state Representative Patricia S. Hunt, chairman of the House Library Committee, felt that rules and regulations governing state aid should be overhauled. These regulations had been developed when North Carolina was a rural state, and Representative Hunt felt that some consideration should be given to urban library service as well. During the 1970s appropriations for state aid quintupled, increasing from $795,539 in 1968-1969 to $4,009,512 in 1978-1979. During this period categorical grants exceeded block grants; as long as appropriations increased, effort-index grants kept pace with regional and personnel grants. But when appropriations leveled off, as they did beginning in 1974, the regional and personnel grants cut into the funds available for effort grants and a gap developed in state aid distributed to various library systems, when measured on a per capita basis.[45]

Beginning in 1977 the State Library worked with public librarians, trustees, friends, and members of the General Assembly to develop a revised formula for the distribution of state aid. The review was initiated when it became obvious that the formula used in 1977-1978 caused categorical grants and particularly regional grants to exceed block grants. As a result, significant inequities existed among public libraries throughout the state. The review included public hearings and consultation with interested persons and resulted in an interim formula for 1979-1980. This formula guaranteed the highest previous funding levels for every library system in the state and a modest (6 percent) cost-of-living increase. In addition, an effort was made to raise the per capita level of funding for those systems which received the least, and additional funds were allocated for a project to demonstrate the networking potential of an automated circulation control system. The imbalances persisted, however, and were intensified by the cost-of-living increases.[46]

When Secretary of Cultural Resources Sara W. Hodgkins approved the 1977-1978 allocation formula, she, in effect, froze state aid at its existing level and approved review of the formula in order to improve it. A review committee was established and was discussed with state Representative A. Neal Smith of Rowan County, vice-chairman of the House Committee on Public Libraries, who agreed that members of the Public Library Section of the North Carolina Library Association should be invited to serve as members, as should state Representative Patricia Hunt of Orange County, former chairman of that committee. Library members represented large, medium, and small county libraries, municipal libraries, and regional systems. Library directors were asked to name representatives to the review committee, which was chaired by Secretary Hodgkins and which held hearings across the state to obtain reaction from citizens. The revision of the state-aid formula was to be phased in over a five-year period beginning 1 July 1979 and the old formula phased out. Basically, the revision specified a per capita distribution and the usual block grant, with a special allocation for networking.[47]

Opposition to the revision of the formula surfaced immediately. One director argued that the amount of state aid to regional systems would be reduced and the incentive for regional affiliation taken away. He also objected to the networking grant on the grounds that it was not needed by all libraries. Another director argued that revision of the formula would hurt small libraries, although the state librarian assured directors that no library would receive less state aid than it was then receiving. In January, 1978, there was agreement that the revised formula would be deferred and that a formula would be used in 1979-1980 and for a short period thereafter to permit further in-depth review of the entire matter of state aid to public libraries. The 1979-1980 formula called for replacing the categorical grants with straight per capita grants; existing allocation levels would be maintained, but any additional funds would be used for a networking grant and for per capita grants. Current allocation levels would be guaranteed, with any remaining funds used to bring all systems to the same per capita level.[48]

The eligibility requirements for state aid for 1979-1980 were tightened considerably. To qualify for state aid, a library had to be legally established; and, if it was composed or more than one local government unit, it had to submit a copy either of the contract under which it was organized or of the document establishing it. The library director was required to have both a valid librarian certificate and successful supervisory experience. Library service had to be provided without discrimination in an easily accessible place or through bookmobiles, branches, or direct mail service. Local funds were to equal the amount budgeted in 1978-1979, and state funds could not be used to reduce the amount of local support. The unencumbered operational balance was to be less than 17 percent of the operational receipts for 1978-1979. State aid could not exceed local operational receipts, and library accounts had to be audited annually by a certified public accountant. Salaries for professional positions paid from state funds were required to match the scale required by the State Library; professional positions funded by state aid had to be supported by two nonprofessional employees; and professional librarians paid in whole or in part from state-aid funds were required to have a valid librarian certificate. The library had to compile a needs assessment upon which a five-year plan for service would be based. Finally, any governmental unit seeking to establish either a new library or an independent library after withdrawing from a county or regional library was obliged to meet all eligibility requirements, operate successfully for a year, and apply for state aid after one year of demonstration. After fulfilling these requirements, a library would be eligible for a block grant plus 6 percent inflationary adjustment and a per capita grant to be allocated to bring libraries in the state up to the same level of support. In addition, a fund was reserved for the purpose of making networking grants in support of an automated circulation control system.[49]

As the review of the state-aid formula progressed and it became known that the 1979-1980 grants would be based on an allocation formula different from the one used formerly, the number of protests increased. One librarian questioned the elimination of the employee study grants; he considered the action unwarranted and a blow to minority and low-income employees who wanted to advance to the status of professional librarians. The trustees of the Dare County Library argued against the realignment of the state-aid formula on the grounds that it would deprive regional libraries of funds necessary to provide library service. And in 1978 and 1979 dozens of citizens and library trustees wrote the governor to object to the change in the allocation formula. Secretary Hodgkins, however, supported the change, and in July, 1978, she sent a copy of the rules and regulations and the new formula for state aid to the governor. She noted that the eligibility requirements had been changed and that state aid would consist of a basic grant plus a 6 percent inflationary addition, networking grants either for hardware or software, and per capita grants—with systems that received the least per capita to be raised first. Some fear was expressed that most of the new money for networking would go principally to metropolitan libraries. But in June, 1979, the state librarian distributed the new regulations and the interim formula to public library directors, and they were very much as they had originally been proposed. There was to be further study of the state-aid formula, and it was hoped that beginning in 1983 state aid would "promote, aid, and equalize" public library service in the state.[50]

And what of the future? As early as 1962 the State Library Board was arguing that unless the state greatly increased its funding of public libraries as a part of the educational program and helped local government to break out of its financial limitations, the state might have to assume the major support of public library service as it had done for the public school system. The Legislative Commission to Study Library Support proposed that local and state governments share equally in the support of public library service. And as late as 1978 North Carolina was in a severely deficient position in regard to public library service—not only as measured by national inventory guidelines but also in comparison with the average situation in other states. An additional 527 professional and 498 clerical employees would have been required throughout the state in 1976 to meet the standards of the American Library Association. In 1976-1977 book stock averaged 1.46 volumes per capita instead of the accepted standard of two books per capita. Average per capita income of public libraries rose from $3.87 in 1975-1976 to $4.34 in 1976-1977, but the effects of inflation were such that the inadequate level of service that existed was maintained.[51]

In addition, technological advances were making more data available to more people more quickly than at any other time in history. Historically, libraries have existed to provide access to information to all; therefore, they have been funded by government subsidy. Libraries face a twofold challenge. First, they must determine how to use the new technology to provide greater access to more information to a greater number of people. Second, they must simultaneously retain the functions they have traditionally fulfilled. The greatest problem facing libraries will not be in assimilating the new technologies into the traditional library structure but in finding the funds to pay for them. Not only is federal support decreasing; inflation has diminished the value of funds already available. The birthrate has fallen, and there will be a smaller tax base available to finance these new technologies. The immediate problem facing public libraries is not the acquisition of computer banks—although some have acquired them—but obtaining funds to buy gasoline for the bookmobile and to pay the janitor. Public libraries are expected to bridge the gap between the print-oriented educational system and a society increasingly oriented toward electronics and magnetic tape. This is the difficult task facing the public library.[52]

## NOTES

[1] *State Library Fourth Biennial Report*, 1962-1964, pp. 28-29; State Library Board Minutes, 13 August 1964.

[2] Library Services Branch, U.S. Office of Education, *National Inventory of Library Needs* (Chicago: American Library Association, 1965), pp. 42-44.

[3] Douglas M. Knight and E. Shepley Nourse (eds.), *Libraries at Large: Tradition, Innovation, and the National Interest* (New York and London: R. R. Bowker Co., 1969), pp. 3-5, 526-528, hereinafter cited as Knight and Nourse, *Libraries at Large*.

[4] Knight and Nourse, *Libraries at Large*, p. 11.

[5] Knight and Nourse, *Libraries at Large*, pp. 515-521.

[6] *N.C. Session Laws, 1963*, c. 945; *N.C. Session Laws, 1967*, c. 190; Philip S. Ogilvie to Grace J. Rohrer, 6 November 1975, Secretary's State Library File.

[7] *N.C. Session Laws, 1975*, c. 517; *N.C. Session Laws, 1977*, c. 645.

[8] Robert B. Downs (ed.), *Governor's Commission on Library Resources: Resources of North Carolina Libraries* (Raleigh: the Commission, 1965), pp. 20-21, hereinafter cited as Downs, *Resources of North Carolina Libraries*; Elizabeth H. Hughey to Governor Terry Sanford, 15 August 1963, and Governor Terry Sanford to Elizabeth H. Hughey, 23 August 1963, in Governor's Papers, Terry Sanford, General Correspondence, 1963, "North Carolina State Library," State Archives.

[9] Release dated 22 October 1965, Carlton P. West to Governor Terry Sanford, 29 October 1963, and release dated 5 February 1964, in Governor's Papers (Sanford), Appointments (1961-1965), "Library Resources, Governor's Commission on," State Archives; State Library Board Minutes, 13 February 1964.

[10] David Stick, "The Statewide Library Movement of the 1960's" (Kitty Hawk, North Carolina: David Stick [typescript], 1982), pp. 1-3, hereinafter cited as Stick, "Statewide Library Movement."

[11] Stick, "Statewide Library Movement," pp. 3-7.

[12] Downs, *Resources of North Carolina Libraries*, pp. 1, 4-5.

[13] Downs, *Resources of North Carolina Libraries*, pp. 230-233.

[14] State Library Board Minutes, 6 January 1965. When the State Library Board asked the Governor's Office and the Advisory Budget Commission to establish a salary level to assist in recruiting Mrs. Hughey's replacement, the salary was set at $14,000 if the state librarian were a man and $12,500 if a woman. State Library Board Minutes, 27 May 1965.

[15] Stick, "Statewide Library Movement," pp. 7-9.

[16] Summary of Executive Board Meeting, North Carolina Association of Library Trustees, 10 December 1965, cited in Stick, "Statewide Library Movement"; Stick, "Statewide Library Movement," pp. 10-11.

[17] Stick, "Statewide Library Movement," pp. 14-19.

[18] Stick, "Statewide Library Movement," pp. 20, 23, 25-26.

[19] Stick, "Statewide Library Movement," pp. 41-43.

[20] State Library Board Minutes, 16 February, 13 May 1965, 10 February 1966.

[21] Richard H. Leach, *The Next Step for North Carolina Libraries: A Libraries Services Network* (Raleigh: Board of Higher Education, 1971), p. 2, hereinafter cited as Leach, *The Next Step for North Carolina Libraries*; State Library Board Minutes, 10 August 1967; George Stephens to Governor Dan K. Moore, 29 September 1967, Governor's Papers, Dan

K. Moore, Appointments, 1965-1968, "Library Support, Legislative Commission to Study," State Archives.

[22] Minutes, Legislative Commission to Study Library Support, 8 December 1967, cited in Stick, "Statewide Library Movement"; Stick, "Statewide Library Movement," pp. 34-36.

[23] [David Stick], *Report of the Legislative Commission to Study Library Support in the State of North Carolina* (Raleigh: the Commission, 1968), Appendix A, pp. 3-5, hereinafter cited as *Report of Legislative Commission*.

[24] *Report of Legislative Commission*, p. 2.

[25] *Report of Legislative Commission*, p. 3.

[26] *Report of Legislative Commission*, p. 4.

[27] Stick, "Statewide Library Movement," p. 41.

[28] Arthur D. Little, Inc., *A Public Library Program for the State of North Carolina: Report to the North Carolina State Library Board* (N.p.: Arthur D. Little, Inc., [1968]), pp. 1-3, hereinafter cited as *Public Library Program*.

[29] *Public Library Program*, pp. 13-14.

[30] State Library Board Minutes, 20 November 1968; *State Library Seventh Biennial Report*, 1968-1970, p. 15.

[31] Public Libraries Section, North Carolina Library Association, *Standards for Public Library Service in North Carolina* (N.p.: North Carolina Library Association, 1970), pp. 1-2, 15; Leach, *The Next Step for North Carolina Libraries*, pp. 3, 7-8, 8-13.

[32] David N. McKay to Sara W. Hodgkins, 7 March 1977, Secretary's State Library File. See also *N.C. Session Laws, 1977*, c. 645.

[33] *North Carolina's Long-Range Program for Library Services: Information Unlimited* (Raleigh: Department of Cultural Resources, Division of State Library, revised edition, 1978), pp. 1-6, hereinafter cited as *Information Unlimited*; *North Carolina Governor's Conference on Library and Information Services, Conference Report* (Raleigh: Department of Cultural Resources, 1978), p. 1, hereinafter cited as *Governor's Conference Report*.

[34] State Library Board Minutes, 13 February 1958, 18 November 1971; Philip S. Ogilvie to Leland M. Park, 16 October 1974, Marian Leith to Grace J. Rohrer, 29 July 1976, David N. McKay to Grace J. Rohrer, 20 September 1976, Secretary's State Library File.

[35] State Library Board Minutes, 13 November 1969, 15 October 1970, 11 February 1971; *State Library Eighth Biennial Report*, 1970-1972, p. 13.

[36] *N.C. Session Laws, 1971*, c. 864; Sam Ragan to Philip S. Ogilvie, 1 June 1972, and Grace J. Rohrer to John Dayton Winebarger, 27 June 1973, Secretary's State Library File; *N.C. Session Laws, 1973*, c. 476.

[37] *N.C. Session Laws, 1981*, c. 918.

[38] "Brief History of State Aid," p. 6; *N.C. Public Laws, 1933*, c. 365; *N.C. Session Laws, 1955*, c. 505.

[39] *N.C. Session Laws, 1971*, c. 864; *N.C. Session Laws, 1973*, c. 476.

[40] Grace J. Rohrer to Philip S. Ogilvie, 13 December 1973, and William J. Bridgeman to David N. McKay, 23 March 1978, Secretary's State Library File.

[41] State Library, Governor's Conference File, 1977-1979, Memo on Chronology, 19 October 1977; Public Law 91-344, 91st Cong., 2nd Sess., 1970 (84 Stat. 440); *Information for the 1980's: Final Report of the White House Conference on Library and Information Services, 1979* (Washington: Government Printing Office, 1980), p. 10, hereinafter cited as *Information for the 1980's*.

[42] H. William O'Shea to Marian Leith, 27 September 1976, and David N. McKay to Citizens' Advisory Committee, Governor's Conference on Library and Information Services, 29 March 1978, Secretary's State Library File; *Governor's Conference Report*, pp. 2-5.

[43] *Governor's Conference Report*, pp. 13-17.

[44] *Information for the 1980's*, pp. 9-10, 27-35. The text of the resolutions adopted appear on pages 45-84 of the final report.

[45] Marion Johnson to Grace J. Rohrer, 31 August 1976, Secretary's State Library File; "Brief History of State Aid," p. 13.

[46] David N. McKay, "Chronological Summary of State Aid Review" (Raleigh: North Carolina State Library, 1981 [offset]).

[47] David N. McKay to Tom H. Shepard, 21 July 1977, David N. McKay to Sara W. Hodgkins, 29 July 1977, Marion Johnson to Public Library Directors, 30 August 1977, David N. McKay to Library Directors, 18 November 1977, all in Secretary's State Library File.

[48] Thomas B. Hunter to Sara W. Hodgkins, 7 December 1977, Elizabeth R. Kapp to David N. McKay, 10 December 1977, Sara W. Hodgkins to Thomas B. Hunter, 15 December 1977, David N. McKay to Sara W. Hodgkins, et al., 6 January 1978, all in Secretary's State Library File; "Brief History of State Aid," p. 15.

[49] "1979-1980 Rules and Regulations," State Library, Rules and Regulations File, State Aid Rules and Regulations.

[50] William H. Roberts to Marion Johnson, 17 July 1978, David N. McKay to Public Library Directors, 12 January 1979, Resolution of Dare County Library Trustees, 18 January 1979, "State Aid to Public Libraries" File, 1978 and 1979; Sara W. Hodgkins to Governor James B. Hunt, Jr., 24 July 1978, M. Martin Lancaster to Sara W. Hodgkins, 25 April 1979, David N. McKay to Public Library Directors, 22 June 1979, all in Secretary's State Library File.

[51] *State Library Fourth Biennial Report*, 1962-1964, p. 29; *Information Unlimited*, pp. 16-17.

[52] Carlton C. Rochell (ed.), *An Information Agenda for the 1980s: Proceedings of a Colloquium, June 17-18, 1980* (Chicago: American Library Association, 1981), pp. 1, 2-3, 15-16, 43, 94.

# VII. CONCLUSIONS

Public libraries as presently known in North Carolina began relatively late and from their beginning in the 1890s have been identified as educational institutions. They were established and continue to operate as institutions whose main purpose is to make information available to the citizens of the state. The principal impetus in their development came with the establishment of the North Carolina Library Commission, which functioned as the library administrative agency of the state until 1956. The State Library was much older than the commission, but it was never responsible for library extension.

The primary goal of the commission and, after 1956, the new State Library was to make library materials available to all citizens of the state. This was accomplished initially through municipal libraries, which employed traveling libraries to get books into the hands of readers in rural areas and other places where no library existed. The emphasis then shifted to county libraries or to libraries that served all areas of a county. Distribution was accomplished in many instances by bookmobiles, which carried books throughout the county. When it became evident that county libraries did not always have a sufficiently strong base of support to provide adequate library service, regional libraries developed—ostensibly to concentrate the resources of a larger geographical area.

Another development that speeded library development in the state was the library project of the Works Progress Administration (WPA), a federally funded work relief program that existed during the Great Depression of the 1930s. In addition to giving work to unemployed citizens, the principal accomplishment of the WPA library project was to bring library service to the entire state. The WPA project in effect paved the way for state financial aid to county and regional libraries by familiarizing some citizens with the advantages of library service.

Although the means have changed, the objective of library extension has remained constant from the beginning. Whether information was being brought to the citizens of the state by a traveling library, a bookmobile, a branch library, or some other means, the objective has been to make information and knowledge available. The means are changing once again under the impact of modern technology, and once again the public library will have to alter the manner in which it fulfills its mission.

For more than twenty years there has been emphasis in North Carolina on regional libraries, the oldest of which was established in 1941. The purpose of a regional library is evident: if the population and the tax base of a county is too small to support a library offering modern services, the county can join with a neighboring county or counties to provide those services. But municipal libraries have not gone away, and in some instances local pride and concern have either prevented the establishment of a regional library or made it difficult for the regional library to operate in the ideal manner. The effect of the 1962 decision of the State Library Board to offer regional grants based on area served, population, and per capita support appears to have resulted in the creation of more regional libraries than did the Governor's Commission on Library Resources, the 1966 public library standards of the American Library Association, the Legislative Commission to Study Library Support, and the Arthur D. Little report, all of which emphasized the desirability of larger areas of service. No new region has been formed since 1964, and the existing regions have added only two counties to their membership. There is also the suggestion that some regions are in reality federations of county libraries, with the "region" being only a superstructure imposed on top of units that are capable of operating effectively on their own. Perhaps the time has come to reevaluate the regional library system and the manner in which it operates in North Carolina.

From the very beginning, the chief problem facing public libraries in the state has been funding—in obtaining sufficient financial support to provide effective library service. This matter has become crucial as modern technology has introduced hardware and other costly systems and inflation has effectively reduced the amount of money available to a library. The only study that specifically addressed this problem was the Legislative Commission to Study Library Support, headed by David Stick, which recommended that state and local government share equally in funding public library service. In the 1978-1979 fiscal year, the state contributed $4,009,512 in state aid, and municipal and county support totaled $19,820,640. If support of public libraries were shared equally by state and local government, the state appropriation would have to be nearly tripled to meet its share. At the present rate of funding, it is obvious that state and federal aid is not the complete answer. The "necessary expense" section of the state constitution was repealed effective 1 July 1973, and the General Assembly is now authorized to enact laws of general applicability concerning local taxation. It is probably true that local government has reached the limits of its ability to raise money through property taxes, but the feasibility of standardized local support across the state appears to be worth exploring.

The library system in North Carolina has never successfully mobilized its constituency. Perhaps this is because its appeals have been addressed principally to other librarians, who are primarily concerned about their own libraries. The two main efforts in this direction—the Citizens' Library Movement and North Carolinians for Better Libraries—came to naught when the endeavors of their leaders were directed into other channels. Any effort to direct public support of public libraries must be broadly based, but without that support the libraries will continue to face problems that in some instances are insuperable.

# EPILOGUE

David N. McKay

This monograph traces the origins of library service in North Carolina from 1700 until the first public library was established in 1897. It describes the broader societal environment that existed at the turn of the century, focuses on the major factors that influenced the evolution of the North Carolina Library Commission and the State Library, and chronicles the impact of these agencies on statewide library development through the decade of the 1970s.

The purpose of this epilogue is to bring the history up to date and at the same time produce a summation, a state of the State Library, so to speak, that will serve as a basis for the organization's planning mentioned in the foreword.

In the preface Dr. Mitchell points out that his research was difficult and the results fragmentary because of the absence of biennial reports since 1972. To remedy this deficiency, the State Library intends to resume publication of a biennial report beginning with the 1983-1984 fiscal years. In the interest of brevity, the epilogue will employ the topical arrangement traditional with the biennial series.

## PROGRAMS, SERVICES, PROJECTS

Of the two parent agencies, the original State Library had a rather casual beginning. It was established early in the nineteenth century to organize a disparate collection of books and official documents that had accumulated in the office of the secretary of state; however, as the collection grew, the State Library improved its services to state government and ultimately served for nearly a century as the state's only public library.

The other parent agency, the Library Commission, resulted from the desire among library supporters to establish a formal advocate for statewide library development. The commission gave advice and counsel to those who wished to establish or improve library service, drafted and supported library legislation, and developed programs to extend library service into areas where none existed.

With the merger of these two agencies in 1956, their combined programs served as the basis for further development. At the present time, the State Library offers an array of services, carefully designed over the years, that enable it to meet its statutory and professional obligations. These services are organized in five major program areas: information services, technical services, special services, public library development, and administration.

The State Library's information services program has two main objectives: to meet the needs of state government and to respond to requests for information and materials from all types of libraries across the state. The collection reflects the need for a source of information on North Carolina, and it is strong in demographic, economic, and social data. It also specializes in North Caroliniana, the publications of state government, and genealogical material. Toll-free telephone lines and recording equipment facilitate prompt responses to statewide inquiries and permit twenty-four-hour access. The State Library maintains the North Carolina Union Catalog, a card file of the holdings of more than one hundred academic, public, and special libraries in the state. The catalog enables the State Library staff to locate material in these libraries and route requests for interlibrary loan. The information services program has been enhanced recently by staff participation in the 1982 Cooperative Exchange at the Library of Congress, which formalized a cooperative referral program between the State Library and the Library of Congress to guarantee that a specific request for information is referred to the library best able to respond.

The State Library's technical services program, in addition to acquiring, cataloging, classifying, and processing library materials for the State Library itself, performs these functions for over eighty other public and institutional libraries and five state-agency libraries (Public Health, Museum of Art, Policy Development, the Legislative Library, and the Department of Labor). In the technical realm of librarianship, the State Library has demonstrated leadership in the emerging fields of computer and telecommunications technologies. The State Library was one of the charter members of the Southeastern Library Network ticipating in SOLINET's Local Access to the Maintenance of Bibliographic Data and Authorities (LAMBDA) project. The LAMBDA project enables the State Library not only to have online access to its records stored on magnetic tape but also to edit these records and to use them for the first time as a reference tool.

Just as with information services, the technical services program has been engaged in a cooperative project with the Library of Congress. This venture is known as the Name Authority Control Project. Under the auspices of the project, the State Library is the primary agency responsible for establishing the official name-authority file for North Carolina state government agencies that publish and are therefore considered corporate authors.

The special services program provides services to the visually and physically impaired and maintains a 16mm film library. The first of these functions grew from an affiliation with the Blind and Physically Handicapped Division of the Library of Congress. The Library of Congress program initially produced and distributed materials only for the blind, but it has evolved into a service for anyone unable to read or hold a standard print book. Materials provided include braille books, large-print books, and "talking books"—those produced on phonograph records or cassette tapes. In addition to circulating materials, the library provides readers advisory service and, with the aid of a dedicated group of volunteers, produces braille and taped books and magazines of special interest to North Carolinians. Special services also provides advice and counsel to state institutions wishing to develop library service; these currently include prisons, training schools, alcoholic rehabilitation centers, schools for the deaf and blind, and hospitals.

The 16mm film library, housed in special services with the braille and recorded materials, is a centralized collection available to public libraries across the state. Most of these libraries could not hope to provide their patrons with films because of the high cost of buying or leasing them and the expense of special maintenance and repair.

The public library development program, a direct outgrowth of the Library Commission, is responsible for aiding in the establishment, improvement, and equalization of public library service on a statewide basis. This responsibility is discharged primarily by advising and counseling librarians, library trustees, local government officials, and library support groups. The State Library advises public librarians on planning, budgeting, personnel management, construction, and operations and provides specialized guidance concerning service to adults, young adults, and children. Worthy of special mention is the award-winning, three-year-old Children's Summer Reading Program,[1] which in 1982 saw participation by over 100,000 youngsters in ninety-six North Carolina counties.

Governor James B. Hunt, Jr., inaugurated the 1982 Children's Summer Reading Program by reading to five Raleigh youngsters in his office in the State Capitol. The children pictured are (left to right): Roderic White, Lesley Guillory, Paula Pope, Lisa Bolton, and Chris Sauls. Photograph by Walton Haywood.

Lastly, the State Library is responsible for providing leadership for the improvement of library service generally. To do this, the state librarian and assistant state librarian work with staff specialists, other agencies, professional organizations, legislators, and citizens' groups to provide a rational basis for decision making and policy development by the Library Commission and department secretary. The State Library also serves the Public Librarian Certification Commission by performing the preliminary screening of applicants for a public library certificate and by maintaining the commission's official records.

The current recession has produced a shortfall in revenue collections at the state level, which has in turn led to some reductions in service: the State Library is no longer able to index the Raleigh *News and Observer*; it has reduced from thirty-five to five the number of state agencies for which it does cataloging; and it was forced to discontinue 16mm film service to public schools.

## PUBLICATIONS

The law that created the Library Commission in 1909 contained two articles relative to publications. One required that every library in the state submit an annual statistical report to the commission; and a second stipulated that the commission in turn prepare a biennial report to the governor, 500 copies of which were to be published by the state printer.[2] When it became apparent that a mechanism was needed to inform the people, however, the commission immediately began the quarterly publication of the *North Carolina Library Bulletin* and in 1910 announced that "By the publication and the free distribution of the *Bulletin* the work of the Commission has been brought to the attention of those who are most naturally interested in library development and whose aid will prove a valuable asset."[3]

At the present time the State Library continues to receive annual reports from North Carolina libraries and currently publishes three statistical compilations containing information on collections, staff, use, and expenditures for public libraries, university and college libraries, and special libraries. The last of these covers separate specialized university libraries such as medicine and law, private business and industrial libraries, and those of state government.

Publication of statistical data alone, however, cannot discharge the State Library's obligation to serve as the central source for library information on a statewide basis. To do this, the library has designed a variety of other publications. General library information is disseminated via the State Library's bimonthly newsletter *Tar Heel Libraries*. *THL* contains short articles on library activities, summaries of noteworthy projects and programs, a professional calendar, announcements of educational opportunities, and recent North Caroliniana. It is distributed to all North Carolina libraries, accredited library schools, other state libraries, and, through a cooperative arrangement with the North

Carolina Library Association (NCLA), to NCLA's entire membership. Another newsletter, *News Flash*, published monthly, carries information of special interest to the public library community. *Tar Heel Talk*, issued five times a year in large type and available in braille and on tape, lists new acquisitions and contains news of interest to visually or physically impaired patrons. And *Volun-Teller*, a quarterly newsletter, relates news and special information to the volunteers who produce the spoken material.

A newly revised (June, 1980) *Checklist of Official North Carolina State Publications* is published bimonthly. The checklist is not only an index of state government publications but, since April, 1981, also contains photoduplicated full cataloging information. Additional acquisitions lists published by the State Library include *Selected Recent Acquisitions: Adult Nonfiction*, a biennial supplement to *Books for the Visually Impaired*, and an annual supplement to the *16mm Film Catalog*; and supplements are planned for the 1981 *Large Type Books: Catalog of Adult Titles*.

Consultants for children's and young adult services compile bibliographies to aid North Carolina librarians in selecting the best in these two specialized areas, and the pamphlet *Tar Heel Tracks* guides patrons in genealogical research.

Occasional papers, such as the original study of multitype library cooperation,[4] are published by the State Library in response to specific need. Other independent studies—for example, those on networking,[5] continuing education,[6] and guidance for public library trustees[7]—have been underwritten and distributed. In addition, two publications of the American Library Association on the planning process[8] and measures of output[9] were recently distributed to public libraries by the State Library in support of its own program objectives.

## LEGISLATIVE INITIATIVES

By far the most significant legislative initiatives of the Hunt administration lead to the reestablishment of the State Library Commission by the General Assembly in its 1981 session. Another initiative of major importance saw the responsibility to plan and coordinate cooperative programs among various types of libraries

Shown at the November, 1982, meeting of the North Carolina State Library Commission are members (front row, left to right) Mertys Bell, Shirley Jones, Chairman Flora Plyler, Paula Short, Elizabeth Hill; (back row, left to right) William Bridgman, Artemis Kares, Eugene Huguelet, Peggy Simmons, Marguerite Heafner, and State Librarian David McKay. Commissioner M. Sangster Parrott is not pictured.

placed with the State Library. These are documented in Chapter VI of Dr. Mitchell's history.

Still another important initiative resulted in a revised depository law (G.S. 147-60.1), which requires state government agencies to deposit five copies of their publications with the State Library. Two of the five copies are forwarded to the Library of Congress, and three remain in the State Library's collection. The new statute also requires that the State Library publish and distribute a checklist of its governmental acquisitions.

## NEW LIBRARY ORGANIZATIONS

The North Carolina Public Library Directors Association (PLDA) was organized in August, 1979, as an outgrowth of discussions among public library directors concerning the need to improve communications with local governmental associations—particularly the North Carolina League of Municipalities and the North Carolina Association of County Commissioners—and to provide a forum for the directors of North Carolina's regional, county, and municipal public library systems.

The PLDA has proved to be an effective catalyst, and under its aegis a broad range of professional library issues has been explored. At its November, 1982, annual meeting, the group presented its first Public Library Service Award to state Senator Harold W. Hardison and state Representative J. Allen Adams, who were cited for their continued support for public libraries at the local and state levels. The award recognizes the contributions of nonlibrarians to public library development.

All of the breakthroughs in library development in North Carolina have resulted from strong citizen support. Citizen leadership was fundamental to the creation of the Library Commission; the Citizens' Library Movement was indispensable in securing passage of the State Aid to Public Libraries bill; and North Carolinians for Better Libraries developed the support that led to a quadrupling of state aid over a decade. These groups, however, could sustain neither their membership nor their momentum once their primary goal was attained.

This history was uppermost in the minds of the leadership of concerned citizens at a meeting at the State Library in January, 1980. These leaders, representing friends of the library groups from around the state, agreed that there was strong support for public libraries at the grass roots but that an umbrella organization was needed to address statewide issues. At the January, 1980, meeting, June Lancaster, president of the Cumberland County Public Library Friends, was elected chairman of a planning committee to write the constitution and bylaws for a statewide friends organization. The constitution and bylaws of the Friends of North Carolina Public Libraries (FNCPL) were adopted at an April, 1980, meeting in Chapel Hill, and the organization dedicated itself to promoting excellent library service throughout North Carolina by fostering closer relations between public libraries and the citizens of the state; increasing knowledge of the libraries' functions, resources, services, and needs; assisting in the formation of local friends of libraries groups; providing means for friends groups to exchange ideas and information; and representing North Carolina in any national friends organization.

Gorda P. Singletary, of the New Hanover County friends, was elected the first president of FNCPL. She was instrumental in developing goals for the organization and also was the first North

Carolina representative to the Friends USA meeting at the 1981 American Library Association (ALA) annual conference in San Francisco.

Perry G. White, of the Lee County friends, succeeded Mrs. Singletary. He continued North Carolina's representation in Friends USA at the 1982 ALA annual conference in Philadelphia. Under Mr. White's leadership, FNCPL developed two objectives for 1982-1983. The first was to take the organization's message across the state by sponsoring regional workshops. The initial workshop, held in Robbinsville, was very successful; and additional workshops were planned for the piedmont and coastal counties. The second objective was to organize support for the State Library's request for an additional $3 million for state aid to public libraries. In a special issue of the Friends newsletter, Mr. White pointed out that state aid both as a percentage of total support for public libraries and as a percentage of the education budget had fallen and that the partnership between local and state government for library service needed to be reaffirmed.

## STATE AID TO PUBLIC LIBRARIES

North Carolina's public library aid legislation was enacted in 1941 to form a partnership for establishing and improving educational opportunities across the state. To accomplish this, it allocated aid on a block-grant basis to county libraries where they existed and to municipal libraries that agreed to serve all the residents of their counties. In the case of several contiguous counties that could not individually match the state appropriation, the legislation enabled them to participate by forming multicounty regional systems.

For the first twenty years (1941-1961), over 95 percent of state aid was distributed as block grants. As the decade of the 1960s began, however, a major policy change was made. Emphasis shifted from underwriting library service to encouraging the organization of larger units of service, that is, more and preferably larger regional systems. This policy decision was the result of new American Library Association recommendations as translated by the leadership of the Public Library Section of NCLA, even though at the time no public library had attained previously established minimum standards—nor would regionalization result in their doing so. The shift in emphasis was at first successful organizationally inasmuch as it lead to the formation of eight new regional systems in the period 1961-1964; however, even with ever-larger incentives for regionalization, no new regional library systems have been established since 1964.

In January, 1977, the Hunt administration inherited a severely troubled public library aid program. Independent county libraries were dissatisfied with an allocation formula that resulted in an ever-widening gap between themselves and multicounty regional systems when compared on a per capita basis. Furthermore, several well-established municipal libraries that could meet all of the eligibility requirements were receiving no state aid at all. After careful study, the secretary of cultural resources implemented several interim allocation formulas to begin redressing the inequities previously cited. She then challenged the public library community to recommend a more equitable formula for the distribution of state aid. No formula, however, could be developed that was acceptable to a majority of North Carolina public libraries. In January the newly incorporated North Carolina Public Library Directors Association recommended that the State Library, along with an outside consultant firm, study, analyze, and recommend a revised state-aid formula by the end of the year. The State Library responded positively to this request and, in cooperation with the ALA Ad Hoc State Aid Committee, presented a revised formula to the recently expanded Library Commission at its November, 1981, meeting.

At this meeting, the Library Commission adopted the revised formula for study and directed the State Library to make it widely available to the public library community. Following a public hearing in March, 1982, the Library Commission after lengthy discussion adopted the new formula and recommended it to the secretary of the Department of Cultural Resources. Secretary Sara W. Hodgkins concurred with the recommendations of the Library Commission and announced in June, 1982, her intention to implement the revised formula beginning with the 1983-1984 fiscal year.

The revised formula would allocate the appropriation, less administrative costs, as follows: One-half of the appropriation would be divided into equal grants corresponding to the total number of eligible county and regional libraries; each county would receive one grant and each regional library would receive one grant for each county in the regional systems plus one additional grant; the other half of the appropriation would be allocated by a weighted per capita grant inversely proportionate to the average per capita income of the citizens residing in the eligible city, county, or regional library system. Currently, the per capita income in the most affluent county is approximately twice that of the least affluent. The per capita equilization grant would, therefore, result in the poorest county receiving twice as much state aid per capita as the richest.

The state-aid legislation[10] stipulates that the appropriation is intended to promote, aid, and equalize public library service in North Carolina. The revised allocation formula does this with block grants by recognizing the county as the unit of local government that has proven most effective in guaranteeing and sustaining public library service to the largest number of people. Equal block grants also favor the least populous counties by recognizing the fact that these smaller counties have a smaller base for support for public services. The weighted per capita equalization grants reinforce the commitment to equalization by directing more aid to those least able to underwrite library service. These equalization grants would be available to any legally established public library, including municipal libraries.

To avoid any negative impact that implementation of the new formula might have, the State Library submitted an expansion request for an additional $3 million for the State Aid to Public Libraries Fund. This request has received first priority from the Department of Cultural Resources for consideration by the governor and the legislature for the 1983-1985 biennial budget.

## FEDERAL PROGRAMS

In February, 1982, the administration in Washington proposed that the National Commission on Libraries and Information Science (NCLIS), the Higher Education Act (HEA) library programs, and the Library Services and Construction Act (LSCA) be terminated. Following this startling announcement, communications from across the nation began arriving at the White House and Congress outlining the serious negative effect such a termination would have on the nation's libraries. North Carolina's state librarian joined his counterparts from Minnesota, New York, and Pennsylvania at a hearing of the House Postsecondary Education Subcommitte on March 10, 1982, where he testified in support of those library programs, particularly the benefits of LSCA over the years.

LSCA in North Carolina has lived up to every promise since it was enacted in 1956. It has aided in the construction of forty-four public libraries, has expanded the 16mm film collection, and has been the major resource for statewide network development—even underwriting the charter memberships for North Carolina academic libraries in the SOLINET system. At the present time, over 60 percent of the approximately $1.8 million LSCA appropriation is allocated in direct grants to public libraries to enrich and improve library service and to fund special demonstration projects across the state. Such projects include outreach to preschoolers; adult literacy; community information and referral service; and special services for the aging, homebound, and handicapped. LSCA also is the major funding resource for the special foreign language center that serves the entire state from its headquarters in the Cumberland County Public Library. A little over

David N. McKay has served as North Carolina state librarian since 1976.

20 percent of the LSCA appropriation supports the State Library's summer reading program; the North Carolina Information Network; the North Carolina Union Catalog; and services to the institutionalized, the blind, and the physically handicapped. The appropriation helped develop urban resource library collections and supports a continuing education program that seeks to keep librarians and trustees abreast of changes in the law, in technology, and in modern management techniques. The remainder of the appropriation supports the State Library's publications, underwrites special research projects, strengthens the state agency, and facilitates cooperation among various types of libraries.

The State Library's responsibility does not end with support for NCLIS, HEA, and LSCA; it also monitors and presents North Carolina's library views on public broadcasting, copyright legislation, bilingual education, medical library programs, and the library component of the programs of the National Endowments for the Arts and Humanities.

## PRIORITIES

As the State Library begins the planning that will enable it to meet the challenges of the 1980s and 1990s, it can look back on a proud tradition and build upon a history of dedicated service to North Carolina's libraries and citizens. Although the planning process will encompass all of the State Library's activities, it will be structured around the organization's three main roles: as a library, as the principal advocate for North Carolina's public libraries, and as the state's library spokesman.

In addressing the first of these, the State Library qua library, the emphasis will be upon a continuous analysis of statewide library needs in order to provide a rational basis for adjustments to the State Library's programs and services for maximum effectiveness. This continued analysis of need and the modification of programs and services to reflect actual conditions is fundamental to long-range planning, and becomes even more important when static or shrinking resources threaten services that were designed under assumptions of resource growth. In addition, technological change and the emerging North Carolina library network will probably result in increased cooperative activity and perhaps a demand for different services.

As advocate, the State Library must continue its traditional leadership role, begun by the original Library Commission, to improve public library service. The efficacy of the recent decentralized planning experiment should encourage the introduction of other modern management techniques in an effort to improve efficiency and increase productivity; and the continued sponsorship of citizen support groups, such as the friends, should guarantee heightened effectiveness.

In order to meet its obligations as North Carolina's library leader and spokesman, the State Library must maintain the lines of communication with its library clients and constituents. These would include the professional library and information science community, local elected officials, the executive and legislative branches of state government, and citizen leaders. And when positions of policy are developed, it is incumbent that these be faithfully and accurately disseminated to the appropriate state, regional, or national audiences. Successfully carrying the library message may ultimately prove to be the State Library's most important contribution to library development in North Carolina.

## NOTES

[1] The John Cotton Dana Public Relations Special Award, 1980, sponsored jointly by the Public Relations Section of the Library Administration Division of the American Library Association and the H. W. Wilson Company.

[2] *Public Laws of North Carolina, 1909*, c. 873, ss. 4, 5.

[3] *Library Commission First Biennial Report*, 1909-1910, p. 10.

[4] Alberta S. Smith, *Access to Information for North Carolinians: Multitype Library Cooperation. Working Paper No. 1* (Raleigh: Division of State Library, North Carolina Department of Cultural Resources, 1981).

[5] José-Marie Griffiths and Donald W. King, *North Carolina Library Networking Feasibility Study* (Rockville, Maryland: King Research, Inc., 1982).

[6] Joan Wright and Douglas Sweizig, *Learning in Progress: A Study of Continuing Library Education in North Carolina* (Raleigh: North Carolina State University, 1982).

[7] Robert E. Phay, *The Public Library: A Guide Book for North Carolina Library Trustees* (Chapel Hill: Institute of Government, University of North Carolina at Chapel Hill, revised edition, 1980).

[8] Vernon E. Palmour, Marcia C. Bellassai, and Nancy V. DeWath, *A Planning Process for Public Libraries* (Chicago: American Library Association, 1980).

[9] Douglas Zweizig and Eleanor Jo Rodger, *Output Measures for Public Libraries* (Chicago: American Library Association, 1982).

[10] *North Carolina General Statutes, 1981*, c. 125, Article 7 (b).

# APPENDIX 1

## STATE-AID APPROPRIATIONS AND FEDERAL-AID ALLOTMENTS, 1941-1979

| YEAR | STATE-AID APPROPRIATION | LSA/LSCA ALLOTMENT |
|---|---|---|
| 1941-1942 | $ 100,000 | |
| 1942-1943 | 100,000 | |
| 1943-1944 | 125,000 | |
| 1944-1945 | 125,000 | |
| 1945-1946 | 175,360 | |
| 1946-1947 | 176,033 | |
| 1947-1948 | 275,000 | |
| 1948-1949 | 276,693 | |
| 1949-1950 | 350,436 | |
| 1950-1951 | 350,923 | |
| 1951-1952 | 371,763 | |
| 1952-1953 | 372,061 | |
| 1953-1954 | 416,611 | |
| 1954-1955 | 416,905 | |
| 1955-1956 | 416,413 | |
| 1956-1957 | 416,989 | $ 14,031 |
| 1957-1958 | 454,993 | 137,436 |
| 1958-1959 | 455,681 | 204,159 |
| 1959-1960 | 455,776 | 195,025 |
| 1960-1961 | 456,346 | 178,743 |
| 1961-1962 | 463,602 | 201,915 |
| 1962-1963 | 464,584 | 226,667 |
| 1963-1964 | 470,043 | 238,748 |
| 1964-1965 | 471,445 | 490,701 |
| 1965-1966 | 682,052 | 458,036 |
| 1966-1967 | 741,479 | 505,688 |
| 1967-1968 | 776,427 | 681,091 |
| 1968-1969 | 795,539 | 746,925 |
| 1969-1970 | 1,362,998 | 520,584 |
| 1970-1971 | 1,884,443 | 622,153 |

## ALLOTMENTS, 1941-1979

| YEAR | STATE-AID APPROPRIATION | LSA/LSCA ALLOTMENT |
|---|---|---|
| 1971-1972 | 2,088,004 | 735,243 |
| 1972-1973 | 2,078,278 | 495,849 |
| 1973-1974 | 3,073,551 | 46,463 |
| 1974-1975 | 3,394,631 | 1,051,632 |
| 1975-1976 | 3,541,549 | 807,493 |
| 1976-1977 | 3,644,258 | 1,262,289 |
| 1977-1978 | 3,659,396 | 949,702 |
| 1978-1979 | 4,009,512 | 1,205,796 |

# APPENDIX 2

## PUBLIC LIBRARY CONSTRUCTION PROJECTS IN NORTH CAROLINA WITH FEDERAL FUNDING

| | Type of Const.* | LSCA Funds | ARDA Funds | EDA Funds | Total Cost |
|---|---|---|---|---|---|
| **1964-1965** | | | | | |
| Greensboro Public, Southeast Branch, Greensboro | N | $ 45,009 | | | $ 93,894 |
| Hamlet Public, Hamlet | R | 9,192 | | | 17,873 |
| Shepard-Pruden Memorial, Edenton | N | 45,695 | | | 89,345 |
| Montgomery County, Troy | N | 40,346 | | | 78,838 |
| Union County, Monroe | N | 188,125 | | | 361,118 |
| Davie County, Mocksville | N | 102,073 | | | 195,968 |
| Public Library of Johnston County and Smithfield | N | 229,710 | | | 480,980 |
| Gunn Memorial, Yanceyville | N | 63,311 | | | 108,154 |
| Thomas Hackney Braswell Memorial, Rocky Mount | A | 30,096 | | | 66,696 |
| Madison Public, Madison | A | 37,133 | | | 86,139 |
| Liberty Public, Liberty | N | 37,702 | | | 72,443 |
| Stoneville Public, Stoneville | N | 30,114 | | | 66,480 |

## Public Library Construction Projects in North Carolina with Federal Funding (Continued)

| | Type of Const.* | LSCA Funds | ARDA Funds | EDA Funds | Total Cost |
|---|---|---|---|---|---|
| **1965-1966** | | | | | |
| Chapel Hill Public, Chapel Hill | N | 123,977 | | | 346,072 |
| Lawrence Memorial, Windsor | N | 47,941 | | | 100,085 |
| Pender County, Burgaw | N | 32,588 | | | 65,514 |
| Whiteville Public, Whiteville | N | 45,352 | | | 96,901 |
| Clay County, Hayesville | N | 50,752 | 13,248 | | 84,577 |
| Richard B. Harrison Branch, Raleigh | N | 93,210 | | | 299,518 |
| Scotland County Memorial, Laurinburg | N | 103,062 | | | 220,018 |
| New Bern-Craven County, New Bern | N | 139,092 | | | 292,624 |
| Elkin Public, Elkin | N | 133,469 | 110,760 | | 456,980 |
| Mt. Holly Branch, Gaston County | A | 17,501 | | | 56,881 |
| **1966-1967** | | | | | |
| Black Mountain Public, Black Mountain | N | 50,840 | 28,320 | | 124,018 |
| Polk County Public, Columbus | N | 49,369 | 16,385 | | 100,754 |
| McDowell County Public, Marion | A | 140,000 | 75,000 | | 280,873 |
| Dunn Public, Dunn | N | 52,050 | | | 102,824 |
| Southport-Brunswick County, Southport | N | 57,813 | | | 98,372 |
| Dare County, Manteo | N | 45,491 | | | 88,566 |

| | | | | |
|---|---|---|---|---|
| **1967-1968** | | | | |
| Siler City Public, Siler City | N | 96,640 | | 205,618 |
| Moore County, Carthage | N | 67,255 | | 153,414 |
| Robeson County Public, Lumberton | N | 215,479 | | 394,969 |
| Sheppard Memorial, Greenville | A | 205,897 | | 396,473 |
| Person County, Roxboro | N | 142,120 | | 293,616 |
| Hertford County, Winton | N | 58,061 | | 105,684 |
| Elbert Ivey Memorial, Hickory | R | 15,200 | | 41,714 |
| Henderson County Public, Hendersonville | N | 218,278 | 187,720 | 512,099 |
| **1968-1969** | | | | |
| Spruce Pine Public, Spruce Pine | N | 67,962 | 60,894 | 172,497 |
| Washington County, Plymouth | A | 60,494 | | 118,960 |
| Fontana Regional/Marianna Black, Bryson City | N | 67,962 | 92,038 | 200,000 |
| Northampton Memorial, Jackson | N | 63,800 | | 110,300 |
| Jackson County Public, Sylva | N | 67,963 | 60,037 | 183,157 |
| Blanche S. Benjamin Branch, Greensboro | N | 56,487 | | 179,774 |
| **1969-1970** | | | | |
| Yadkin County, Yadkinville | N | 65,106 | 134,894 | 250,425 |
| Alexander County, Taylorsville | N | 65,106 | 86,894 | 203,122 |
| Carteret County Public, Beaufort | N | 65,107 | | 146,861 |

## Public Library Construction Projects in North Carolina with Federal Funding (Continued)

| | Type of Const.° | LSCA Funds | ARDA Funds | EDA Funds | Total Cost |
|---|---|---|---|---|---|
| **1970-1971** | | | | | |
| Avery County, Newland | N | 50,488 | 40,000 | | 173,192 |
| Anson County, Wadesboro | R | 50,488 | | | 197,997 |
| Reidsville Public, Reidsville | R | 50,487 | | | 334,831 |
| **1971-1972** | | | | | |
| Cherryville Branch, Gaston County | A | 30,437 | | | 112,728 |
| Randleman Public, Randleman | N | 44,550 | | | 176,279 |
| Broadway Branch, Lee County | N | 13,000 | | | 51,183 |
| **1972-1973** | | | | | |
| Pasquotank-Camden, East Albemarle Region | N | 115,248 | | 100,000 | 399,841 |
| **1973-1974** | | | | | |
| Nantahala Regional/Murphy Public, Murphy | N | 210,420 | 163,660 | | 467,600 |
| Lincoln County Public, Lincolnton | N | 129,185 | | | 650,790 |
| **1974-1975** | | | | | |

| | | | | | |
|---|---|---|---|---|---|
| **1975-1976** | | | | | |
| Ashe County Public, West Jefferson | N | | | 100,000 | 180,931 |
| Fontana Regional/Macon County Public, Franklin | N | | | 302,370 | 397,281 |
| **1976-1977** | | | | | |
| Walnut Cove Public, Walnut Cove | N | | 108,000 | | 180,000 |
| **1977-1978** | | | | | |
| Morganton-Burke, Morganton | A | | 225,000 | | 500,000 |
| Andrews Public, Andrews | N | | 128,709 | | 257,418 |
| King Public | R | | 25,000 | | 125,000 |
| **1978-1979** | | | | | |
| Haywood County Public, Waynesville | N | | 634,370 | | 1,268,741 |
| Rural Hall/Stanleyville Branch, Forsyth County | N | | 265,000 | | 530,000 |
| TOTALS | | $4,334,293 | $2,455,929 | $502,370 | $14,204,800 |

*N — New construction
R — Remodeling
A — Addition

## APPENDIX 3

## STATE CONSTRUCTION GRANTS

| Library System | Type of Construction* | Fiscal Year 1980-1981 | Fiscal Year 1981-1982 | Total |
|---|---|---|---|---|
| Alleghany County (Northwestern Regional) | N | $ 30,150 | $ 30,150 | $ 60,300 |
| Burke County (Headquarters) | A | 10,000 | 10,000 | 20,000 |
| Central N.C. Region (Headquarters) | A | 30,150 | 30,150 | 60,300 |
| Clemmons (Forsyth County) | N | 30,150 | 30,150 | 60,300 |
| Cumberland County (Headquarters) | N | 28,250 | 28,250 | 56,500 |
| Davidson County (Headquarters) | N | — | 10,000 | 10,000 |
| Duplin County (Headquarters) | N | 27,600 | 27,600 | 55,200 |
| Edenton (Chowan County, Pettigrew Regional) | R | — | 12,000 | 12,000 |
| Edgecombe County (Headquarters) | A | 30,150 | 30,150 | 60,300 |
| Graham County (Nantahala Regional) | N | 30,150 | 30,150 | 60,300 |
| Hampstead (Pender County) | N | 30,150 | 30,150 | 60,300 |
| Harnett County (Headquarters) | N | 30,150 | 30,150 | 60,300 |
| Haywood County (Headquarters) | N | 30,150 | 30,150 | 60,300 |
| Henderson County (Headquarters) | R | 13,750 | 13,750 | 27,500 |
| Highlands (Fontana Regional) | N | 30,150 | 30,150 | 60,300 |
| Hyconeechee Regional (Caswell County, Headquarters) | A | 23,250 | 23,250 | 46,500 |

| | | | | |
|---|---|---|---|---|
| Indian Trail (Union County) | A | — | 5,000 | 5,000 |
| Jackson County (Fontana Regional) | A | 30,150 | 30,150 | 60,300 |
| Landis (Rowan County) | R | 25,000 | 25,000 | 50,000 |
| Maiden (Catawba County) | R | 10,000 | 10,000 | 20,000 |
| Mars Hill (Madison County) | N | 17,500 | 17,500 | 35,000 |
| Mount Airy (Northwestern Regional) | N | 30,150 | 30,150 | 60,300 |
| Nash County (Headquarters) | R | 11,000 | 11,000 | 22,000 |
| Neuse Region (Headquarters) | N | 50,000 | 50,000 | 100,000 |
| New Hanover County (Headquarters) | R | 12,500 | 12,500 | 25,000 |
| Orange County (Hyconeechee Regional) | N | 19,750 | 19,750 | 39,500 |
| Pilot Mountain (Northwestern Regional) | A | 30,150 | 30,150 | 60,300 |
| Ramseur (Randolph County) | A | 10,000 | 10,000 | 20,000 |
| Robeson County (Headquarters) | R | 28,100 | 28,100 | 56,200 |
| Rockingham County (Headquarters) | A | 30,150 | 30,150 | 60,300 |
| Rutherford County (Headquarters) | N | 30,150 | 40,750 | 70,900 |
| Sampson County (Headquarters) | N | 30,150 | 30,150 | 60,300 |
| Sandhill Region (Headquarters) | N | 30,150 | 30,150 | 60,300 |
| Selma (Johnston County) | N | 30,150 | 30,150 | 60,300 |
| Sneads Ferry (Onslow County) | R | 2,500 | 5,000 | 7,500 |
| Transylvania County (Headquarters) | A | 15,000 | 15,000 | 30,000 |
| Tyrrell County (Pettigrew Regional) | N | 27,600 | 27,600 | 55,200 |
| Vance County (Headquarters) | R | 30,150 | 30,150 | 60,300 |

## State Construction Grants (Continued)

| Library System | Type of Construction* | Fiscal Year 1980-1981 | Fiscal Year 1981-1982 | Total |
|---|---|---|---|---|
| Vanceboro (Craven-Pamlico-Carteret Regional) | R | 25,000 | 25,000 | 50,000 |
| Washington (City) | A | 30,150 | 30,150 | 60,300 |
| Washington County (Headquarters, Pettigrew Regional) | R | — | 10,600 | 10,600 |
| Waxhaw (Union County) | N | 15,000 | 15,000 | 30,000 |
| Weaverville (Buncombe County) | R | 5,000 | 5,000 | 10,000 |
| | | $949,650 | $1,000,350 | $1,950,000[1] |

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[1] $50,000 in the capital reserve appropriation may be used to plan a new State Library building. These funds have not as yet been allocated

*N — New
A — Addition
R — Renovation

# APPENDIX 4

## DIRECTORS AND MEMBERS, NORTH CAROLINA LIBRARY COMMISSION

| | LENGTH OF SERVICE |
|---|---|
| **SECRETARY AND DIRECTOR:** | |
| Minnie W. Leatherman (Blanton) | 1909-1919 |
| Mary B. Palmer | 1919-1923 |
| Lillian P. Griggs | 1923-1930 |
| Marjorie Beal | 1930-1950 |
| Elizabeth House (Hughey, Arline) | 1950-1956 |
| **MEMBERS (EX OFFICIO):** | |
| Miles O. Sherrill, State Librarian | 1909-1917 |
| Carrie L. Broughton, State Librarian | 1917-1955 |
| J. Y. Joyner, Superintendent of Public Instruction | 1909-1918 |
| Eugene C. Brooks, Superintendent of Public Instruction | 1918-1923 |
| A. T. Allen, Superintendent of Public Instruction | 1923-1934 |
| Clyde A. Erwin, Superintendent of Public Instruction | 1934-1952 |
| Charles F. Carroll, Superintendent of Public Instruction | 1952-1955 |
| **MEMBERS (APPOINTED):** | |
| Louis R. Wilson | 1909-1916 |
| Annie Smith Ross | 1909-1910 |
| Charles Lee Smith | 1909-1921 |
| Mrs. Sol Weil | 1910-1913 |
| C. C. Wright | 1913-1920 |
| Clarence Poe | 1916-1918 |
| Annie F. Petty | 1918-1921 |
| A. M. Scales | 1920-1929 |
| Joseph P. Breedlove | 1921-1928 |
| Nancy P. Leak | 1921-1931 |
| Edgar W. Knight | 1928-1939 |
| Frank Porter Graham | 1929-1942 |

| | |
|---|---|
| Robert Lathan | 1931-1934 |
| W. D. Pruden | 1934-1937 |
| James E. Lambeth | 1937-1943 |
| Charles Whedbee | 1939-1941 |
| Lawrence Wallace | 1941-1950 |
| T. W. Allen | 1943-1946 |
| Mrs. Ford S. Worthy | 1942-1955 |
| J. W. Atkins | 1946-1949 |
| Mrs. T. Lenoir Gwyn | 1949-1955 |
| Spencer Murphy | 1950-1953 |
| Paul S. Ballance | 1953-1955 |
| John Harden | 1953-1955 |
| Roy B. McKnight | 1953-1955 |
| George F. Hill | 1953-1955 |

Note: State librarians or directors of the Division of State Library of the Department of Cultural Resources following the merger in 1956 are:

| | |
|---|---|
| Elizabeth House (Hughey, Arline) | 1956-1965 |
| Elaine von Oesen (*acting*) | March-November, 1965 |
| Philip S. Ogilvie | 1965-1976 |
| Marian P. Leith (*acting*) | January-August, 1976 |
| David N. McKay | 1976-present |

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